



**TOWN OF WINCHESTER
BOARD OF SELECTMEN MEETING**

Regular Meeting Agenda

August 2, 2021-7:00PM

Francis P. Hicks Room

Streamed live on YouTube and Channel 194

FILED
TOWN CLERK'S OFFICE

JUL 30 2021

SHEILA S. SEDLACK
TOWN OF WINCHESTER, CT

1. **CALL TO ORDER** (Turn your cell phones off)
2. **PLEDGE OF ALLEGIANCE**
3. **AGENDA REVIEW**
4. **APPROVAL OF MINUTES**
 - A) Minutes of Regular Meeting on July 19, 2021
5. **CITIZENS' COMMENTS**

The Board of Selectmen welcomes public comments, speakers will be limited to three (3) minutes or less and may speak only once. Please give your name and address.
6. **TOWN MANAGER'S REPORT**
7. **CORRESPONDENCE**
8. **BOARDS AND COMMISSIONS**
9. **NEW BUSINESS**
 - A) Discussion Preliminary Draft of the Update of the Plan of Conservation and Development
 - B) 21-52 Consider/Possibly Act on Proposed Amendments to Ordinance #43 "Operation of Watercraft at Highland Lake Regulated"
 - C) 21-53 Refunds as Recommended by Collector of Revenues (Town Manager Kelly)
 - D) 21-54 Refunds as Recommended by Collector of Revenues (Town Manager Kelly)
 - E) 21-55 Consider/Possibly Act on Winchester Police Department Proposal for Body Camera Acquisition
10. **CITIZENS' COMMENTS**

The Board of Selectmen welcomes public comments, speakers will be limited to three (3) minutes or less and may speak only once. Please give your name and address.
11. **SELECTMEN'S COMMENTS AND REPORTS**
12. **ADJOURNMENT**

Winchester 250th Anniversary 1771-2021

Town of Winchester
Board of Selectmen
Regular Meeting
July 19,2021

Item 1. Call to Order

The meeting was called to order by Mayor Perez at 7:00 p.m.

Attendance: Sel. Bird, Sel. Bouchard, Sel. Bourque, Sel. Groppo, Sel. Perez, Sel. Sedlack,

Absent: Sel. Arcelaschi Excused.

Item 2. Pledge of Allegiance

The Pledge of Allegiance was recited

Item 3. Agenda Review None

Item 4. Approval of Minutes

Motion by Sel. Bouchard, seconded by Sel. Bird.

To approve the Minutes of the July 6. 2021 Regular Meeting.

UNANIMOUS

Amended by Sel. Groppo. under Item 13 "Selectmen's Comments" the last item should indicate that a discussion took place regarding Rockwell Street and the inquiry was satisfied.

Item 5. Citizens' Comments John Wiarda

Item 6. Town Manager's Report

Town Manager, Josh Kelly, presented to the Board all meetings held from July 5th. through July 18th with a question and answers being presented.

Item 7. Finance Director's Report

Item 8. Correspondence

Item 9. Boards and Commissions

Sel. Sedlack placed into nomination Amanda Hill (U) as a Permanent member of the Conservation Committee term to expire 5/2026.

Sel. Sedlack placed into nomination Charlene Lavoie (U) as an Alternate member of the Planning & Zoning Commission term to expire on 10/2026.

Sel. Sedlack placed into nomination Kristen Dowler (R) as a permanent member of the Soldier's Monument Commission term to end 6/2025.

Sel. Sedlack placed into consideration the name of Renata (Renee) Waldron (D) as a member of the Conservation Commission. (Permanent)

Sel. Sedlack place into consideration the name of Gary Paganelli (U) as a member of the Inland Wetland & Water Courses. (Permanent)

Sel. Sedlack placed into consideration the name of Feliks Vine (R) as a member of the Planning & Zoning Commission

Motion by Sel. Sedlack, Seconded by Sel. Bird.

To appoint Willie Platt (U) as a Permanent member of the Conservation Committee term to expire 5/2025.

UNANIMOUS

Motion by Sel. Sedlack, seconded by Sel. Bourque.

To appoint Willie Platt (U) as a member of the Planning & Zoning Commission from an Alternate to a Permanent member tern to expire 10/2021.

UNANIMOUS

Motion by Sel. Sedlack, seconded by Sel. Bouchard.

To re- appoint Jack Bourque (D) as a permanent member of the Soldier's Monument Commission term to expire 6/2025.

UNANIMOUS

Motion by Sel. Sedlack, seconded by Sel. Perez

To re-appoint Russell Davenport (U) as a Permanent member of the Inland Wetland & Watercourses as a Permanent member term to expire 4/2024.

UNANIMOUS

Sel. Sedlack acknowledges the resignation of Arthur Melycher (D) of the Planning & Zoning and thanks him for his many years of service to the Community,

10. New Business

A) 21-49 Consider and possibly act on FY22 Capital Improvement Budget

Adjustment

Motion by Sel. Sedlack, seconded by Sel. Bird

I move that the Board of Selectmen approve the re-allocation of \$100,000 from the Annual Road Maintenance line (Fund 179) in the Capital Improvement Budget to Pratt Street Culvert and Sidewalk (Fund 179) in the Capital Improvement Budget contingent upon review by the Town Attorney.

UNANIMOUS

Motion by Sel. Sedlack, seconded by Sel. Groppo

I move that the Board of Selectmen approve the re-allocation of \$26,500 from the Payloader line (Fund 179) of the Capital Improvement Budget to the Capital Improvement Budget (Fund 179) PW Truck \$6,500, PW Director SUV \$10,000, and PW Engineer SUV \$10,000 contingent upon review by the Town Attorney.

(5) Yes

(1) Opposed Sel. Bouchard

B) 21-50 Consider and possibly act upon joining the Sustainable CT Program.

Motion by Sel. Bourque, seconded by Sel. Bouchard.

I move that the Board of Selectmen adopt the Resolution 21-50 supporting the Town of Winchester joining the sustainable CT program.

(5) Yes

(1) Abstained Sel. Perez

C). 21-51 Refunds as recommended by Collector of Revenues.

Motion by Sel. Groppo, seconded by Sel. Bourque

To approve the refunds as recommended by Collector of Revenues, Halaree Monnerat, in the amount of \$75.33.

UNANIMOUS

11. Citizens Comments – None

12. Selectmen's Comments and Reports

Sel. Bouchard updated information on the concert Series and other live musical events in the town.

13. Adjournment

Motion by Sel. Sedlack. Seconded by Sel. Bird

To adjourn the meeting at 9:03 p.m.

UNANIMOUS

ATTEST:

Sheila S. Sedlack, CCTC CMC



TOWN OF WINCHESTER – CITY OF WINSTED

Town Hall – 338 Main Street

WINSTED, CONNECTICUT 06098

OFFICE OF THE TOWN MANAGER

DATE: July 30, 2021

TO: Board of Selectmen

FROM: Joshua Kelly
Town Manager

RE: Town Manager Update

WEEK OF (July 19-July 23):

Monday: Closed in Observance of July 4th

Monday:

- Responded to labor relations items
- REPT Meeting
- Met with Pam regarding blight
- HSRC Zoom Meeting
- Board of Selectmen's meeting

Tuesday:

- DPW meeting regarding on-call policies
- Met with Gilbert Head of Schools
- Worked on ARPA project

Wednesday:

- NWCT EDC Executive Committee
- Innovative Corridor and CT Communities Challenge Grant
- Recreation tour of facilities and discussion with Tanya
- Winchester follow up conference call
- Blight meeting
- New business interest in Winsted meeting
- Town Manager meet and greet
-

Thursday:

- Leadership meeting
- Safety Committee meeting
- Meeting with Social Service coordinator

Winchester 250th Anniversary 1771-2021

Friday:

- Dispatchers & Assistants Negotiations

WEEK OF (July 26- -July 30):

Monday:

- Met with Police chief regarding marine patrol
- Internship zoom meeting with NWCCC
- Met with Northwest Community Bank
- Worked on Boating Ordinance revisions

Tuesday:

- Met with Mayor Perez
- Sustainable CT speaking session
- Visit at Camp Wahnee
- Worked on Blight Ordinance revisions

Wednesday:

- Meeting with Kevin Nelligan
- Blight Committee meeting
- Titan Energy meeting
- Long Range Planning meeting
-

Thursday:

- Meeting regarding Main Street clean up
- COST special meeting
- 508 Main Street meeting
- 250th Celebration meeting

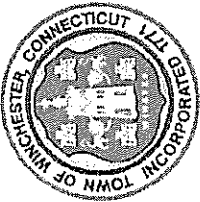
Friday:

- Met with Melony Brady-Shanley regarding school start up
- Sue Grossman Still River Greenway/Eversource meeting

LONG-TERM:

- *August 16 Board of Selectmen meeting*
- *August 25-28 Annual Winsted Fireman's Carnival*

Winchester 250th Anniversary 1771-2021



Town of Winchester
Public Works Department
189 Rowley Street
Winsted, CT 06098
Phone: (860) 379-4101
Fax: (860) 738-3509

MEMORANDUM

Date: 7/23/2021

To: Josh Steele Kelly, Town Manager

From: Bart Clark

Re: Sue Grossman Trail/ Still River Greenway Progress Report
CPAP 2016-17 Contract, Project DEPPA00030600003

Based on conversations with our design consultant, I have prepared this status report. This progress report shows that the design has been delayed due to additional work that was found to be necessary due to defects in the original topographic survey performed by our previous consultant. This delay should not impact the anticipated construction currently planned for the Early Summer of 2022. Date with “*” have been revised from last status report to reflect the delays in the work.

Task Description	Original Task Completion Date	Revised Task Completion Date	Primary Driver	Status/Comments
1. Review Background Information	2/19/2021	Completed	CE	
2. Site Walk / Field Survey	3/26/2021	Complete	CE	The surveying performed by Cardinal Engineering identified inaccuracies in the existing survey in critical locations. The errors in the survey would cause problems during permitting and construction. Additional survey was authorized to have a survey that will correct the inaccuracies. This additional work will delay the project design by about 6 weeks.
2a Additional Field Survey	N/A	4/23/2021	CE	Complete
2b Additional Survey Map	N/A	4/30/2021	CE	Complete

Task Description	Original Task Completion Date	Revised Task Completion Date	Primary Driver	Status/Comments
Preparation				
3 Subsurface Soils Investigation	3/19/2021	Completed	CE	
4. Final Design Work Items			CE	
4a Update existing Base mapping to current scale requirements	2/26/2021	Complete	CE	
4b Adjust Horizontal Alignment - Determine Wetlands Impacts	3/26/2021	*7/30/2021	CE	As of 6/17 submittal, this is still in progress to address concerns relative to Floodplain Management Certifications (FMC)
4c Bridge / Structural Design	4/16/2021	complete	CE	
4d Final Design Plans and Details	4/16/2021	*7/30/2021	CE	Waiting completion and Town approval of new layout when completed.
4e Project Manual / Special Provisions	4/09/2021	*7/30/2021	CE	Delayed pending revisions to resolve FMC issues.
4f Cost Opinion	4/16/2021	*7/30/2021	CE	Delayed pending revisions to resolve FMC issues.
4g Winchester Staff Review	4/23/2021	*8/13/2021	TOW	Further review will be required once revised plans are submitted and tech specs have been completed.
5 Permitting/Easements				
5a Local Wetlands		9/2021	CE	We will delay submission to the Town Wetlands Commission to allow the first round of permit review to be performed by the State Permitting Agencies. A permit was previously issued by the IWWC; however, our changes to the design will require a new permit.
5b CTDEEP		11/2021	CE	Permit review and FMC will take several months to complete. Current review times have been generally slower than in the past.

Task Description	Original Task Completion Date	Revised Task Completion Date	Primary Driver	Status/Comments
5c Army Corps of Engineers		11/2021	CE	Our goal is to have the wetlands disturbances allow for the simplest permit called Self-verification; however, ACE must concur with this determination after a review of the submitted materials. Review of permit materials is taking a lot longer than normal.
5d1 CTDOT District 4 encroachment and Drainage		11/2021	CE	The Town's previous consultant had performed some permitting review with the CTDOT. This will likely need to start fresh due to the new design work being performed.
5d2 CTDOT Property Management			TOW	A Portion of the trail is in a DOT owned ROW. Property Management/Division of Rails must review and approve the use of the ROW. We have sent preliminary plans to start this process.
5e Eversource			TOW	Eversource is the owner of the Railroad Right of Way from USA Hauling to Klebe Oil. We have made contact with the property management office. A preliminary meeting is scheduled on 7/30 at 10 AM to review the condition of the Right of way, the proposed improvements and the process to obtain a lease or license agreement to use their property as a trail.
5f 147 Torrington Road Parking Area			TOW	We have contacted the owners of this parcel and they indicated that on their first look at the use of their property as a parking area is favorable. They were going to contact us once they had reviewed in more detail.
5g Public Information meeting			TOW	The town should consider having a public information meeting to discuss the trail design and construction with the adjoining owners and the public in general
5h Properties from New St to Willow			TOW	In preparation for constructing the trail from DMV to Willow St, preliminary discussions were held with each of the owner by the Robert Geiger several years ago. No formal request for an easement has been made to the owners as far as we know.

	Task Description	Original Task Completion Date	Revised Task Completion Date	Primary Driver	Status/Comments
6	Construction Documents				
	Revise Drawings, Project Manual and Cost Opinion		11/2021	CE	Revisions are typically required based on permitting review comments.
7	Bidding and Award				
	Advertise for Bids		1/2022	CE and TOW	
	Open Bids		2/2022	TOW	
	Award Bid		3/2022	TOW	
8	Construction		5/2022		

Once we have near final design plans available, we will contact you to discuss with the Selectman.



WINCHESTER POLICE DEPARTMENT

Town of Winchester City of Winsted
338 Main Street
Winsted, Connecticut 06098
Telephone (860) 379-2721
FAX (860) 738-6957



International Chiefs of Police Association
Connecticut Chiefs of Police Association
Western Area Connecticut Chiefs of Police
National Association of Chief of Police Association
New England Chiefs of Police Association

William T. Fitzgerald, Jr.
Chief of Police

Excellence through Community Partnerships

July 21, 2021

**Patrol Officer John Cummings
Winchester Police Department**

Dear Officer John Cummings:

I received a letter from Mike and Sue Peacock of 850 East Wakefield Blvd that you were dispatched for a motor vehicle accident (21-4366) on July 15th, 2021. They wrote:

"On Thursday, July 15, 2021 at about 10 PM a teenage girl had a traffic accident involving our property. Her car left the road (E Wakefield Blvd) and damaged stonework, gardens and a set of mailboxes on our property.

We contacted the police dispatch center and a short time later Winchester Police Officer Cummings (Badge 1253) arrived on the scene. He was calm, confident and professional in dealing with the driver, her mother and us, issuing pertinent citations — leaving road, driving with other people in the car, etc.

Please convey our thanks to Officer Cummings for the excellent service he provided that night. Winsted can be proud to have a police officer of his caliber."

Your actions displayed a high degree of initiative, professionalism, dedication to duty and brought credit and distinction to yourself and the Winchester Police Department.

Respectfully,

Chief William T. Fitzgerald, Jr

William T. Fitzgerald, Jr.
Chief of Police
CC file

Boards & Commissions

NOMINATIONS

Date	Name	Board/Commission	Party Affiliation	Permanent/Alternate	Term Dates	Appointing Authority

APPOINTMENTS

Date	Name	Board/Commission	Party Affiliation	Permanent/Alternate	Term Dates	Appointing Authority
7/27/2021	Eleanor Gunn	Civil Service Commission	D	Permanent	5/2027	TM
08/02/2021	Amanda Hill	Conservation Committee	U	Permanent	5/2025	BOS
08/02/2021	Charlene Lavoie	Planning & Zoning	U	Alternate)	10/2026	BOS
08/02/2021	Kristen Dowler	Soldier's Monument Commission	R	Permanent	06/2025	BOS
08/02/2021	Renata(Renee) Waldron	Conservation Commission	D	Permanent	05/2025	BOS
08/02/2021	Gary Paganelli	Inland Wetland & Water Courses	U	Permanent	05/2025	BOS
08/02/2021	Feliks Vine	Planning & Zoning	R	Alternate	10/2026	BOS

RE-APPOINTMENTS

Date	Name	Board/Commission	Party Affiliation	Permanent/Alternate	Next Term Exp	Appointing Authority

RESIGNATION

Date	Name	Board/Commission	Party Affiliation	Permanent/Alternate	Next Term Exp	Appointing Authority



TOWN OF WINCHESTER – CITY OF WINSTED

Town Hall – 338 Main Street

WINSTED, CONNECTICUT 06098

OFFICE OF THE TOWN MANAGER

August 02, 2021

Re: Civil Service Commission Appointee

Dear Board of Selectmen,

With the Civil Service Commission's support, I am appointing Eleanor (Ellie) Gunn to the Civil Service Commission. After my meeting with her I found her to be very knowledgeable and was impressed with her background and experience.

I believe she will be an asset to the commission and serve in Town's best interest.

Thank you,

Josh Kelly
Town Manager

APPLICATION FOR APPOINTMENT TO A BOARD/COMMISSION

WINCHESTER, CONNECTICUT

338 Main St. Winsted CT 06098 860 379-2713
www.townofwinchester.org

If you are interested in the well-being and betterment of our community and are willing to put in the time to review appropriate material and attend meetings, this is an opportunity for you. This application will be reviewed by the Board of Selectmen. The Board of Selectmen is responsible for making appointments for

LIST THE BOARD/COMMISSION YOU ARE INTERESTED IN SERVING:

ADMINISTRATIVE COMMISSION

NAME: ANDREW HUI

ADDRESS: 186 Spencer

HOME PHONE #: 442-910 CELL PHONE #: 442-910 E-MAIL: andrew.hui@all.net

ARE YOU A REGISTERED VOTER IN THE TOWN OF WINCHESTER? YES - U

PRIOR CIVIC INVOLVEMENT: _____

SHORT SYNOPSIS OF EXPERTISE AND/OR INTEREST: _____

[Faint handwritten notes in the synopsis section]

Have you contacted any current members or attended any meetings on the Board/Commission that interests you? NO Name: _____

Signature: Andrew Hui Date: 7/2/21

Please note that all Board/Commission members are subject to the Town of Winchester's Conflict of Interest Policy

Please Return To:
Town Manager
338 Main St.
Winsted CT 06098
townmanager@townofwinchester.org

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WINCHESTER, CONNECTICUT

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LIST THE BOARD/COMMISSION YOU ARE INTERESTED IN SERVING:

Planning + Zoning

NAME: Charlene LaVoie

ADDRESS: 14 John St.

HOME PHONE #: _____ CELL PHONE #: _____ E-MAIL: charlene.lavoie@aol.com

ARE YOU A REGISTERED VOTER IN THE TOWN OF WINCHESTER? yes - unaffiliated

PRIOR CIVIC INVOLVEMENT: Plenty

SHORT SYNOPSIS OF EXPERTISE AND/OR INTEREST: Public Interest Lawyer for 30 years in Winsted. Familiar with all aspects of P+Z law, regulations, procedure.

Have you contacted any current members or attended any meetings on the Board/Commission that interests you? yes Name: George Closson

Signature: Charlene LaVoie Date: 7/2/2021

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Winsted CT 06098
townmanager@townofwinchester.org

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LIST THE BOARD/COMMISSION YOU ARE INTERESTED IN SERVING:

Soldier's Monument Commission

NAME: Kristin Dowler

ADDRESS: 123 Skinner Road Winchester, CT, 06098

HOME PHONE #: _____ CELL PHONE # 860-488-1444 -MAIL: kr.dowler@yahoo.com

ARE YOU A REGISTERED VOTER IN THE TOWN OF WINCHESTER? Yes - U

PRIOR CIVIC INVOLVEMENT: 85

SHORT SYNOPSIS OF EXPERTISE AND/OR INTEREST:

Have you contacted any current members or attended any meetings on the Board/Commission that interests you? Yes Name: Jack Bourque of Soldier's Monument Commission

Signature: [Handwritten Signature] Date: 07/08/2001

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338 Main St.
Winsted CT 06098
townmanager@townofwinchester.org

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If you are interested in the well-being and betterment of our community and are willing to put in the time to review appropriate material and attend meetings, this is an opportunity for you to fill out the application below. This application will be reviewed by the Board of Selectmen. The Board of Selectmen is responsible for making appointments whenever a vacancy occurs in the area of your interest.

LIST THE BOARD/COMMISSION YOU ARE INTERESTED IN SERVING:

Conservation Commision

NAME: Renata (Renee) Waldron

ADDRESS: 111 Standard Ave., Winsted

HOME PHONE #: _____ CELL PHONE #: (860)309-4808 E-MAIL: waldronjrs@gmail.com


ARE YOU A REGISTERED VOTER IN THE TOWN OF WINCHESTER? Yes

PRIOR CIVIC INVOLVEMENT: Girl Scout Leader, WACCC Board of Directors

SHORT SYNOPSIS OF EXPERTISE AND/OR INTEREST:

As a resident of Winsted for 20 years I've always had an interest in serving the community and I felt that now is the right time. For the past 30 years I have worked as an educator in Torrington first as a paraprofessional, then as a teacher. Currently I am pursuing a position in the area of educational administration. Over the years I've raised three children in Winsted and my goal is to build a thriving community for future generations.

Have you contacted any current members or attended any meetings on the Board/Commission that interests you? No Name: _____

Signature:  _____ Date: 7/13/2021

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LIST THE BOARD/COMMISSION YOU ARE INTERESTED IN SERVING:

Town Wetlands & Watercourses

NAME: Gregory P. Paganelli

ADDRESS: 856 W. Wakefield Blvd - Box 1055 Winsted, CT 06096

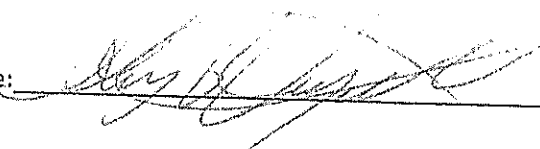
HOME PHONE #: _____ CELL PHONE #: 860 205-1147 E-MAIL: gpaganelli@paganelliconstruct
10n.com

ARE YOU A REGISTERED VOTER IN THE TOWN OF WINCHESTER? yes

PRIOR CIVIC INVOLVEMENT: Susfield Police Commissioner

SHORT SYNOPSIS OF EXPERTISE AND/OR INTEREST:

Have you contacted any current members or attended any meetings on the Board/Commission that interests you? no Name: _____

Signature:  Date: 07/13/2021

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Please Return To:
Town Manager
338 Main St.
Winsted CT 06098
townmanager@townofwinchester.org

Gary R. Paganelli
856 W. Wakefield Blvd.
PO Box 1055
Winsted, Connecticut 06098

July 13, 2021

Inland Wetlands and Watercourses Commission

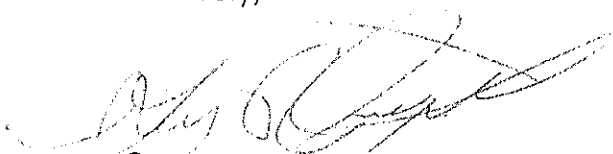
To Whom It May Concern:

My expertise in this area was developed by the fact that I own and operate a Construction Company. I have been involved in every aspect of construction for the past forty years. Within that scope, I have been general contractor on multiple environmental projects working directly with the DEEP; many of those projects we worked within the water course. I have an excellent understanding of site plans and specifications.

My wife and I have owned a vacation home at Highland Lake for the past twelve years: in January of 2020 we moved to 856 W. Wakefield Blvd full time making Winsted our town of residence.

I look forward to volunteering my time on this commission.

Sincerely,



Gary R. Paganelli

APPLICATION FOR APPOINTMENT TO A BOARD/COMMISSION
WINCHESTER, CONNECTICUT

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LIST THE BOARD/COMMISSION YOU ARE INTERESTED IN SERVING:

Wetlands / Planning + Zoning

NAME: Feliks Viner

ADDRESS: 262 Perch Rock Trail, Winsted CT 06098

HOME PHONE #: _____ CELL PHONE #: 860-916-1312 E-MAIL: fviner@firstworld.com

ARE YOU A REGISTERED VOTER IN THE TOWN OF WINCHESTER? Yes

PRIOR CIVIC INVOLVEMENT: 2nd VP of CT Mortgage Bankers Assoc.
Co-Chairman of The Kids of Summer Foundation

SHORT SYNOPSIS OF EXPERTISE AND/OR INTEREST:

As a mortgage executive I specialize in Real Estate + development as well as financing. My personal interests + spending time w/ family at Highland Lake where I reside full time.

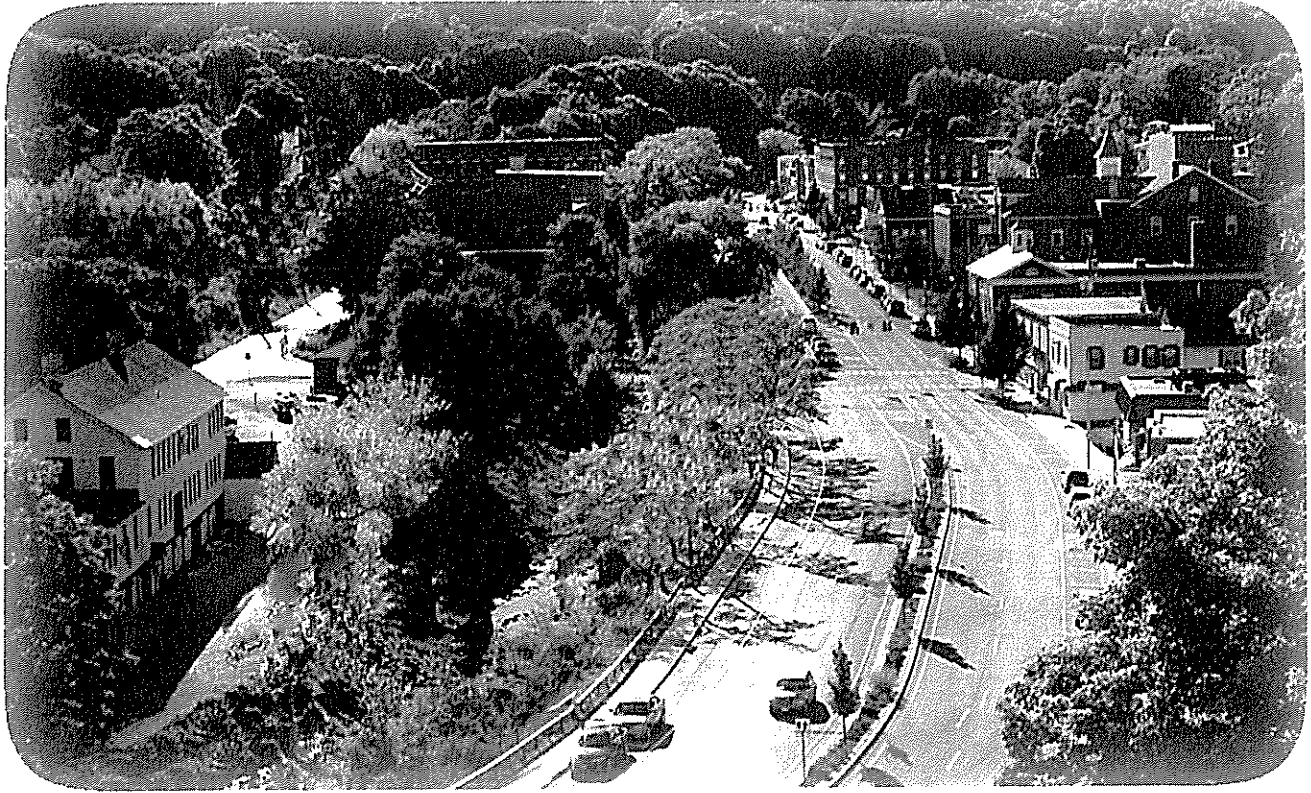
Have you contacted any current members or attended any meetings on the Board/Commission that interests you? Wetlands Name: Pam Columbus self.

Planning + Zoning

Signature: [Signature] Date: 7/13/21

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Please Return To:
Town Manager
338 Main St.
Winsted CT 06098
townmanager@townofwinchester.org



Town of Winchester

Plan of Conservation and Development

Adopted August 23, 2021

Effective August 25, 2021



Acknowledgements

Winchester Planning & Zoning Commission

George Closson - Chairman

Craig Sanden - Vice Chairman

Art Melycher – Secretary

Peter Marchand

John Cooney, Alternate

Troy LaMere, Alternate

Will Platt, Alternate

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FULL SIZE MAPS ON FILE IN PLANNING OFFICE



Town of
Winchester
CONNECTICUT

ZONING DISTRICTS

Map Features

- Water/Waterfront
 - Major Road
 - Arterial
 - Main Street
 - Main Center
 - City Center
- Zoning Districts**
- R-100 Residential Single-Family
 - R-20 Residential Single-Family
 - R-30 Residential Single-Family
 - R-40 Residential Single-Family
 - R-50 Residential Single-Family
 - R-60 Residential Single-Family
 - R-70 Residential Single-Family
 - R-80 Residential Single-Family
 - R-90 Residential Single-Family
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Map Prepared By:
Town of Winchester

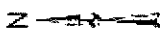
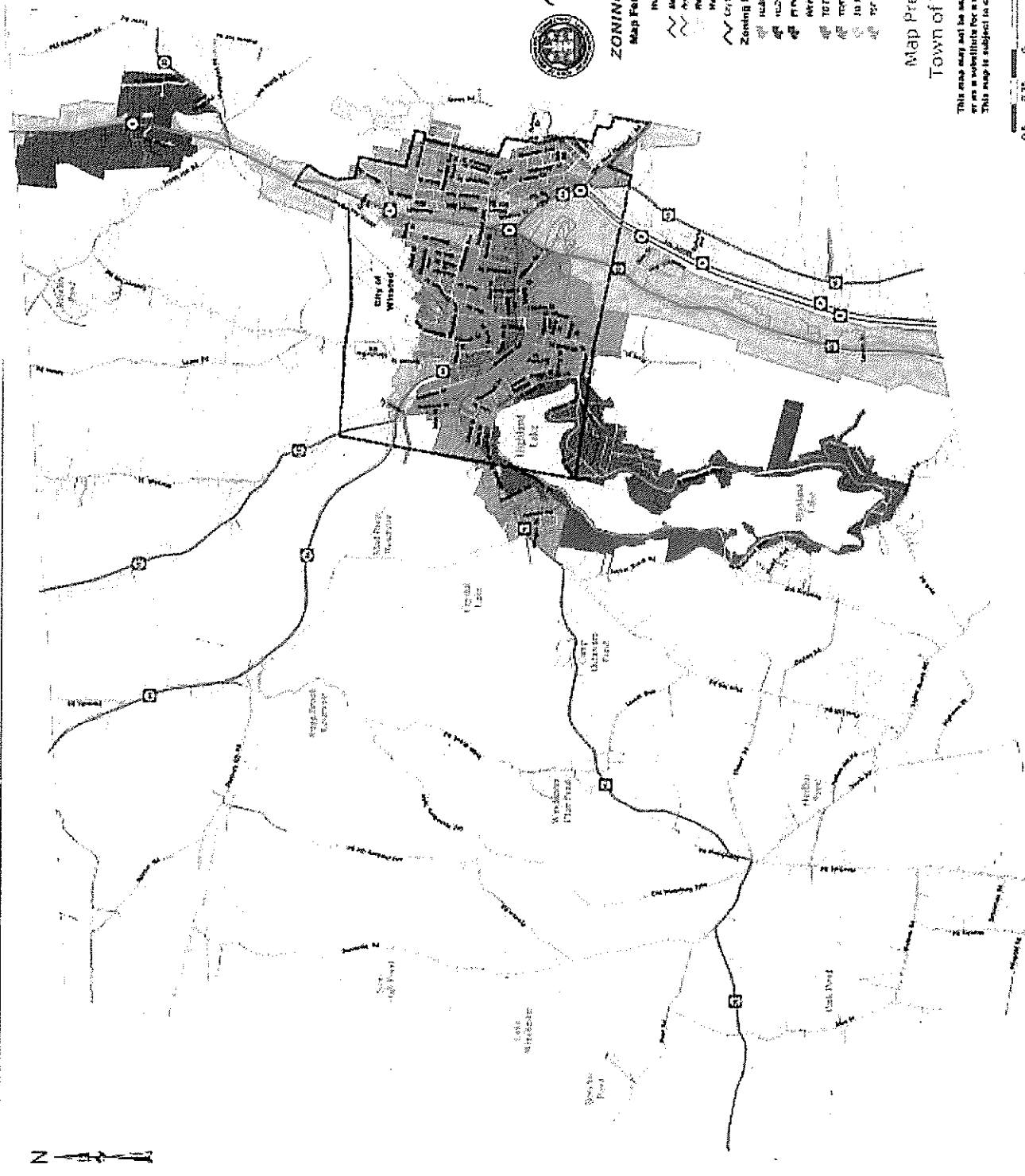
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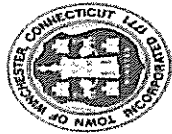


Printed Date: 7/26/2017

Date

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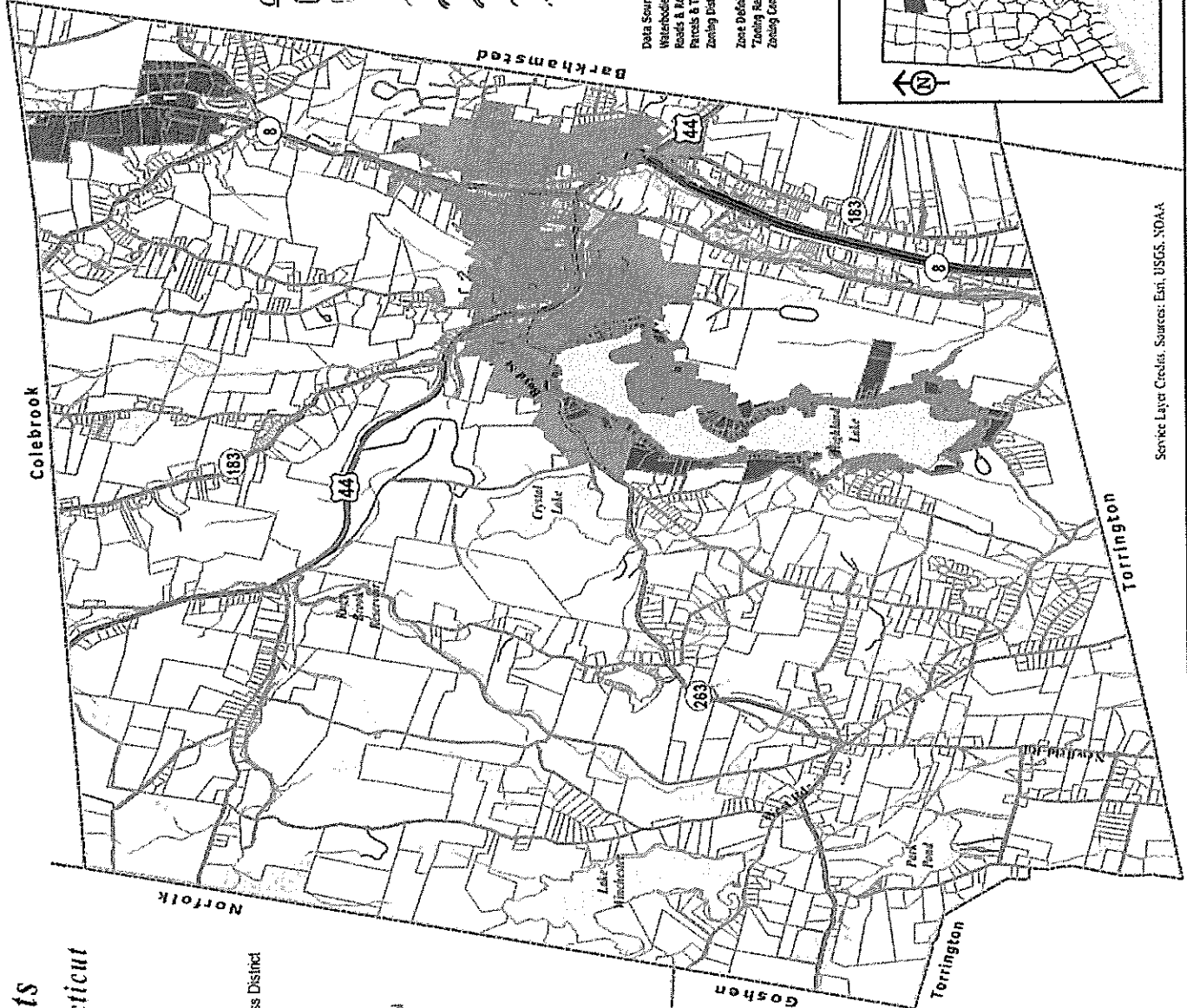
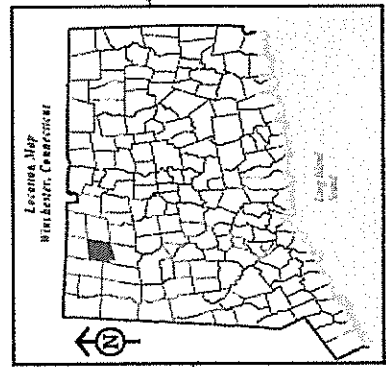




Other Map Features

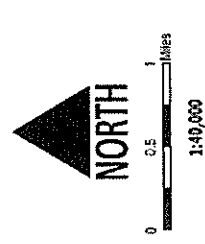
- Town Boundary
- Parcel Boundary
- Waterbody
- Watercourse
- Primary Route
- Secondary Route
- Local Road
- 4WD Road/Unimproved

Data Sources:
 Waterbodies & Watercourses: USGS NHD 2.1
 Roads & Routes: US Census TIGER Data (2010)
 Parks & Town Boundary: Town of Winchester (2016)
 Zoning Districts: Town of Winchester (2021)
 Zone Delineations may be found in the document titled
 "Zoning Regulations Winchester, CT Planning and
 Zoning Commission Effective Date: December 12, 2019"



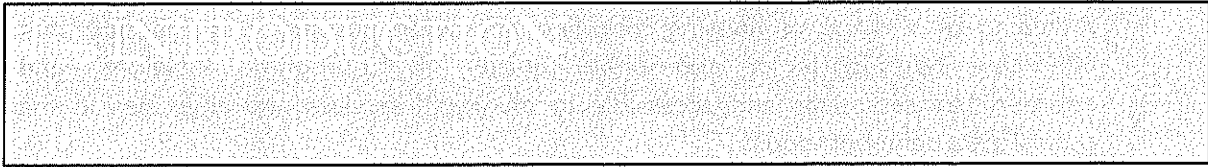
**Zoning Districts
 Winchester, Connecticut**

- Zoning Districts**
- Winchester Zoning**
- HLBD-Highland Lake Business District
 - HLD-Highland Lake District
 - PI-Production & Innovation
 - TC-Town Center
 - TCR-Town Center Residential
 - TG-Town Gateway
 - TSF-Town Dingle Family Rural Residential



*This document should not be used as an actual survey or as a substitute for field measurements.

Map Prepared by:
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 GIS Analyst
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Winchester, located in Litchfield County, lays in northwest Connecticut. Winsted is the name of the City within the Town of Winchester. The name Winsted derives its name from Winchester and Barkhamsted. Winsted and Winchester have both been used to refer to the Town. The Town is bounded by Goshen and Norfolk on the west, Colebrook on the north, Barkhamsted on the east, and Torrington on the south. In 2016, Winchester had an estimated population of 10,604 people within its land area of about 32 square miles. The population has seen little change since the 2000 census, as it represents a decrease of only 262 people, or 2½%.

ABOUT PLANS OF CONSERVATION AND DEVELOPMENT

A Plan of Conservation and Development (POCD) is a tool for guiding the future of a community. The Connecticut General Statutes, Section 8-23, requires local planning and zoning commissions to prepare, adopt, and amend a plan of Conservation and Development for the municipality. This plan must show the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial, and other purposes and for the most desirable density of population in the various parts of the town or city. In addition, the plan must include a statement of goals, policies, and standards for the physical and economic development of the municipality. The goals and recommendations of this Plan reflect a consensus built from the work of the Winchester Planning and Zoning Commission POCD Subcommittee and the Winchester Planning and Zoning Commission, with input from other boards and commissions and from residents.

A Plan of Conservation and Development is an advisory document for the community. Winchester's last POCD, which was adopted in 2011, helped guide conservation and development in the community and influenced current land use regulations. This 2021 Plan of Conservation and Development provides a framework for guiding land use decisions in Winchester over the next decade.

The POCD also demonstrates Winchester's commitment to achieving Connecticut's objectives for land use planning, which include:

- Promoting principles of Smart Growth such as the re-use of existing, obsolete, or underemployed assets, limiting sprawl, focusing development on existing infrastructure, and maximizing the environmental and quality of life contributions of non-developed lands.
- Maintaining the long-term financial viability of Connecticut towns through promotion of local livability, employment opportunities, and the identification, promotion and protection of assets that provide long term fiscal sustainability.

- Providing of a range of housing including affordable housing, and ensuring that affordable housing is of appropriate quality, in appropriate locations, and appropriately served by and accessible to municipal services and amenities in the central area neighborhoods.
- Supporting the State in furtherance of its open space goals, providing protection for state assets such as DEP owned/managed water bodies and forest resources, and encouraging our citizens to further those goals in their own land management practices.

THE PLANNING PROCESS

The Subcommittee's planning effort to identify local issues was interrupted in early 2020 due to the COVID-19 pandemic. Nonetheless, they met remotely and prepared an inventory and assessment of conditions and trends in Winchester. Based on these findings, the Subcommittee discussed alternative policies and desirable future outcomes.

Public input continued to play an important role in preparing this Plan. The Subcommittee sought input by:

- Holding public meetings remotely, through ZOOM, the popular web-based video-conferencing platform, to collect input and discuss issues.
- Carrying discussion of the POCD on every regular meeting agenda, twice monthly.
- Holding public forums with residents to discuss the future of Winchester.
- Encouraging the participation of local commissions and boards.

The goals and strategies in this Plan are a culmination of the research and analysis conducted by the Subcommittee and public input and guidance.

The Planning and Zoning Commission has the statutory responsibility to adopt the POCD and a lead role in overseeing its implementation. However, implementation will occur only with the diligent efforts of the residents and officials of the Town. As a result, responsibility for implementation rests with all boards, commissions, agencies, and individuals in Winchester.

OTHER PLANS AND SPECIAL STUDIES

In addition to our previous POCD, the Town has prepared a number of other plans and studies which aided in preparing this plan.

These include:

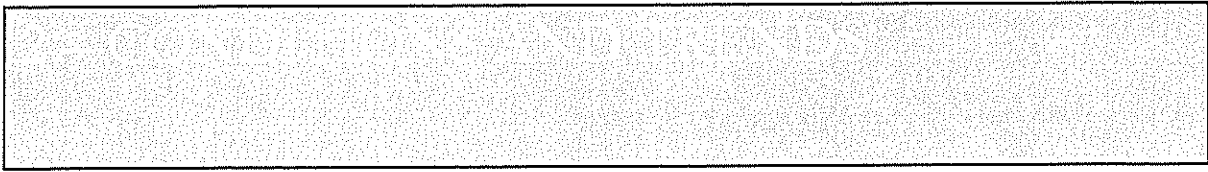
Connecticut POCD

- State of Connecticut Plan of Conservation and Development – 2013-2018

Erosion / Soil

- Connecticut Guidelines for Erosion and Sediment Control, Connecticut Department of Environmental Protection – 2002.
- Soil Survey of Litchfield County – US Department of Agriculture, Soil Conservation Service.

- Natural Resources Inventory, 2009, prepared by the Conservation Commission
- Corridor Study, Rowley Street / Torrington Road, 2008, prepared by TPA Design Group
- Watershed Protection Study by LHCEO, 1990
- Traffic Study Condo



A BRIEF HISTORY OF WINCHESTER

In the mid-1600s, the first English settlers came to the land which is now Winchester. Their patterns of settlement and overall well-being were dictated by the nature of the land, as it still is today. Favorable land conditions, which determined development potential, resulted in Winchester Center being settled before what is today called Winsted.

During the nineteenth century, industrial growth took place along Winchester's rivers to take advantage of waterpower. During the twentieth century this industrial base dwindled leaving Winchester, like so many other New England towns, reviewing their growth potential and re-evaluating the vision for the community.

Two other factors played a critical role in shaping Winchester's development patterns: the 1955 Flood and the Route 8 Expressway. The 1955 flood destroyed 170 retail stores and 90% of the Town's industries and permanently changed the Downtown. The Downtown was rebuilt with buildings on only one side of Main Street which provides the opportunity for river access and utilization.



Photo from CT State Library.

The opening of the Route 8 Expressway improved access to jobs to the south. As a result, more residents began working outside the community. Conversely, Winchester was now more accessible to the region. Winchester was also impacted by the loss of passenger rail service to points south in 1958.

Winchester's land conditions continue to play an important role today by influencing how the land is, can, or should be used.

THE PEOPLE OF WINCHESTER

POPULATION CHANGE

Winchester was home to 10,604 in 2019, according to the State of Connecticut Department of Public Health. The Town's population has fluctuated over the past 60 years, reaching a peak of 11,542 people in 1990, then decreased slightly. Some of the decrease reflects changing family structures.

Population Change, Winchester

Year	Pop.	Change
1970	11,106	5.49%
1980	10,841	-2.44%
1990	11,542	6.47%
2000	10,664	-8.23%
2010	11,242	5.14%
2019	10,604	-6.02%

Non-resident weekenders add to Winchester's population, but they are not accounted for in the Census. According to town property records, about 15% of single-family homeowners have a principal residence outside of Connecticut. This data may indicate that Winchester has a fairly large influx of seasonal / weekender residents whose effects on the town should be further assessed.

Population Projections

Year	Estimate	Change
2030	10,833	1.20%
2040	11,964	1.20%
2050	11,015	0.50%

Overall, Winchester's population is projected to grow slowly – about 1% per decade. Public school enrollment has decreased from 942 in 2010 to 554 in 2019, a decrease of 41.2%, according to the State of Connecticut Department of Education. Both the Winchester Board of Education and the State have projected a continuation of modestly declining school enrollment.

DYNAMICS OF POPULATION CHANGE

For planning purposes, age composition can be divided into three major age groups based upon their differing needs or concerns: children (ages 0-19), adults (ages 20-54), and mature residents (ages 55 and up). The following percentage distribution provides a sense of the expected changes in age composition in Winchester.

Age Composition, 2000 to 2040, Winchester						
Ages	ACTUAL			PROJECTED		
	2000	2010	2020	2030	2035	2040
0-19	24.70%	24.70%	20.5%	21.08%	19.73%	19.31%
20-54	49.90%	46.50%	35.45%	36.53%	36.2%	35.38%
55+	24.40%	28.80%	36.39%	37.87%	37.63%	37.72%

The following table summarizes projected changes to Winchester's age composition and possible implications.

Summary of Age Composition Projections, Winchester

Description	Age Range	Needs	Projection
Infants	0 to 4	<ul style="list-style-type: none"> • Childcare 	Projected Slight (.25%) Decline
School-Age	5 to 19	<ul style="list-style-type: none"> • School facilities • Recreation facilities • Recreation programs 	Projected Decline of < 1%
Young Adults	20 to 34	<ul style="list-style-type: none"> • Rental housing • Starter homes • Social destinations 	Continue to decline to 2030 and beyond
Middle Adults	35 to 54	<ul style="list-style-type: none"> • Family programs • Trade-up homes 	Slight increase to 2030, larger (2.5%) increase to 2040
Mature Adults	55 to 65	<ul style="list-style-type: none"> • Smaller homes • Second homes 	Projected Decline of 2.5%
Retirement Age	65 and over	<ul style="list-style-type: none"> • Tax relief • Housing options • Elderly programs 	Projected 4% Increase to 2030

HOUSING

HOUSING UNITS AND HOUSEHOLD SIZE

The number of housing units in Winchester has increased since the 1970s except for a slight decline from 1990 to 2000. However, overall, the number of housing units in town has increased significantly over the last fifty years or so, with the addition of 1,627 units or 41%.

Housing Units, Winchester

Year	Housing Units	Increase/Decrease
1970	4,015	6%
1980	4,511	11%
1990	5,093	11%
2000	4,922	-3%
2008	5,169	5%
2019	5,642	8.38%

Source: CERC Town Profile 2019

While the previous fifty years had seen a slow but steady decrease in the size of the average Winchester household, this past decade a break in this long-running trend was observed. This decade's likely upturn in average household size reflects several demographic trends.

Nationally, a growing share of the population are residing in multigenerational family households. In 2016, 20% of Americans lived in a multigenerational household, up from 12% in 1980. On average, these families have about two more members than other households. More Americans in the wake of the Great Recession are "doubled up" in shared living quarters. This arrangement refers to the presence of an "extra adult" in the household, who might be an adult child or parent of the householder, or simply a roommate or boarder in the household.

Household Sizes, Winchester

Year	Persons Per Household
1970	2.77
1980	2.4
1990	2.27
2000	2.18
2019	2.39

Source: 1970-2019 Census

HOUSING STOCK CHARACTERISTICS

Winchester's housing stock is very diverse, ranging from older mixed use and multi-family homes in the Downtown to newer, more expensive homes in the rural sections and on the shores of Highland Lake.

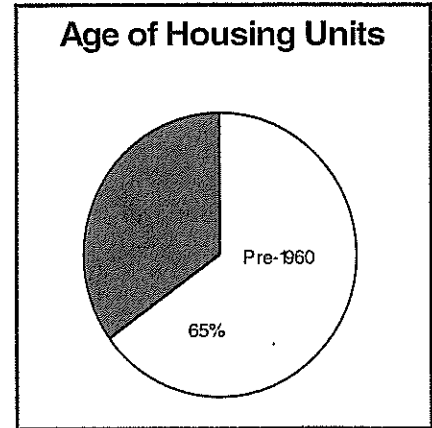
More than 40% of the housing units are in two-family or multi-family buildings and one third of housing units are renter occupied. The majority of the rental units are located in or near the Downtown. While rental units add to diversity of available housing options, Winchester, like neighboring Torrington, has inherited a legacy of housing structures from our 150-year industrial period.

Types of Housing Units

Type of Structure Unit is Located in	Town	County	State
Mobile Home	<1%	1%	1%
Structure w/ 5+ Units	25%	8%	17%
Structure w/ 3- 4 Units	6%	6%	9%
Structure w/ 2 - Units	13%	8%	8%
1 - Unit Structure	56%	78%	65%

Source: Census

Sixty five percent of Winchester’s housing units were built before 1960 and many of these older units are badly in need of updates and repairs. This is of particular concern in the Downtown.



HOUSING PRICES AND AFFORDABILITY

Connecticut’s housing market showed signs of strength in 2019 as new permits reached their second highest level since 2007 and home sales prices reached an eleven-year high. The demand for multifamily units gained momentum over the past decade. More than 49K total housing units were authorized in Connecticut between 2010 and 2019. The shift of housing choices can be partially attributed to the growth of transit-oriented development, creating walkable urban environments that are seen as increasingly attractive to millennials and baby boomers.

Housing Sales in Winchester
2010, 2011, 2013, 2014, 2015, 2016, 2017

	Winchester	County	State
\$400K	6.0%	14.5%	23.6%
\$300-400K	6.0%	14.4%	15.0%
\$200-300K	14.5%	26.3%	25.9%
\$100-200K	56.3%	34.7%	27.6%
Under \$100K	17.6%	9.9%	8.0%

Despite this rapid increase, the average house in Winchester is still more affordable than most of the average homes in Litchfield County or the State. A 2020 Warren Group study identified Winchester as having the second lowest median housing value in Litchfield County. Only neighboring Torrington had lower median housing prices. Data from the Connecticut Data Collaborative indicates that over 70% of houses sold in Winchester were sold for less than \$200,000. Using standard measures of affordability, more than half of the houses since 2010 sold at prices affordable to a household earning the Town’s median income of \$57,429. Having an affordably priced housing stock provides an asset in the region.

Rentals appear to be fairly affordable, too. Based on Connecticut Economic Resource Center (CERC) 2013 data, more than 50% of Winchester’s apartments rent for less than \$1,000 per month. These rents likely address the needs for low- and moderate-income families, but there appears to be a gap in meeting the needs for median and upper income households.

Compared to towns with similar housing market characteristics, a significant number of homes did sell for over \$400,000. These higher priced units likely reflect the attraction of Winchester's lakes and rural regions to more affluent second-home owners.

Median Housing Value for Single Family Units, 2018	
Winchester	\$146,750
Torrington	\$145,000
Colebrook	\$176,000
New Hartford	\$237,750
Barkhamsted	\$254,250
Litchfield	\$280,000
Norfolk	\$355,000

Warren Group.

Connecticut General Statute, Section 8-30g requires that a minimum of 10% of a community's housing units be affordable to households earning 80% or less of the Region's or State's median household income (whichever median is lower). The statute defines "recognized affordable housing" as:

- subsidized housing,
- financed by CHFA or other mortgage assistance programs, or
- deed-restricted to affordable prices.

According to the Connecticut Department of Economic and Community Development (DECD), 12.05% of Winchester's housing meets this requirement. This means that Winchester is exempt from an affordable housing appeals process in which developers can override local zoning if the need to build such housing outweighs public health or safety concerns.

State-Recognized Affordable Housing in Winchester		
Year	Units	% Of Housing
2004	513	10.42%
2005	609	12.37%
2006	612	12.43%
2007	614	12.47%
2008	593	12.05%

Source: DECD.

The Winchester Housing Authority (WHA) manages the Town's affordable housing units.

They have built 164 units of subsidized senior housing and they also manage the HUD rental assistance program. Another 20 units of low-income housing have been built by the Winsted Health Center and WHA is working on plans to add another 32 units of subsidized housing.

Winchester has met its needs for affordable housing. Going forward, priorities should focus on providing a more balanced housing stock.

HOUSING FOR THE SEASONAL POPULATION

The 2000 Census indicated that six percent of Winchester's housing units are "occasional or seasonal" compared to a state average of two percent. As noted earlier, a review of the Town's property records would suggest a much higher and growing number of weekend/vacation homes, possibly in the 12 to 15% range. Many of the larger, newer and higher value homes are owned by families with principal residences in other parts of the State or Country. Of the ten highest valued homes, six are owned by non-Winchester residents. There is clearly an attraction to Winchester's lakes and scenic rural areas for more affluent families who are looking for getaways.

Seasonal or occasional homes are a form of economic development in Winchester. They generate need for contractors and caretakers and provide a fiscal benefit to the Town because the tax revenues generated by these properties tend to exceed the costs for the services (e.g., education costs). Moreover, people who can afford second homes likely spend money in local establishments.

ECONOMIC CHARACTERISTICS

JOBS

In 2008, there were 3,746 jobs in Winchester, according to the Connecticut Department of Labor. This represents a loss of approximately 350 jobs since 2000. The Wholesale and Retail Trade and Service sectors comprise the majority of business establishments and provide just over half of the jobs in Winchester. Most of the recent job losses have been from these sectors.

Types of Jobs in Winchester		
Business Sector	% Of Establishments in Town	% Of Jobs in Town
Agriculture	3.0%	0.8%
Construction and Mining	15.1%	4.3%
Manufacturing	9.4%	29.1%
Transportation and Utilities	3.6%	3.3%
Wholesale and Retail Trade	23.2%	19.7%
Finance, Insurance and Real Estate	5.9%	3.0%
Services	36.3%	33.3%
Government	3.6%	6.5%
CERC, 2008.		

LABOR FORCE

According to the Connecticut Department of Labor, Winchester had a labor force of 6,109 in 2009, about the same level as 2000. About 9.2% of Winchester's labor force is currently unemployed. This is the highest unemployment rate in over 20 years, yet it is lower than other towns in the Litchfield Hills. Only Torrington has a lower rate of unemployment.

With a total of 3,746 jobs and 5,548 workers it is clear Winchester exports workers to other communities. In 2000, only 25% of the jobs in Winchester were filled by Winchester residences, representing a sharp drop from the 40+% recorded in 1980. Winchester's labor force commutes to nearby communities for jobs, including Torrington and New Hartford.

Commuting Patterns, 2000			
<i>From Winchester to....</i>		<i>Into Winchester from...</i>	
Winchester	1,369	Winchester	1,369
Torrington	1,069	Torrington	608
New Hartford	455	New Hartford	136
Hartford	232	Barkhamsted	132
Barkhamsted	200	Colebrook	85
Avon	139	Canton	74
Simsbury	137	Harwinton	70
Watertown	117	Norfolk	57
Farmington	114	Burlington	49
Waterbury	113	Waterbury	46

TAX BASE

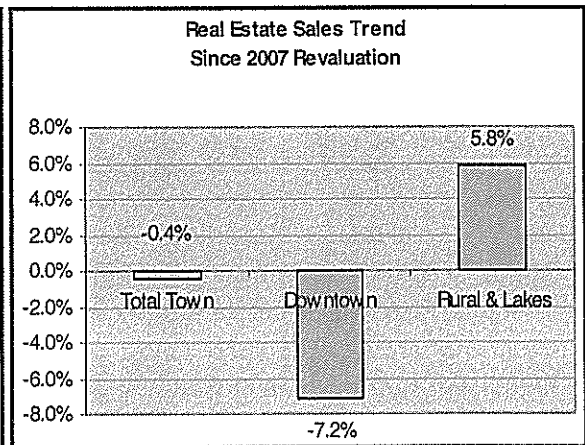
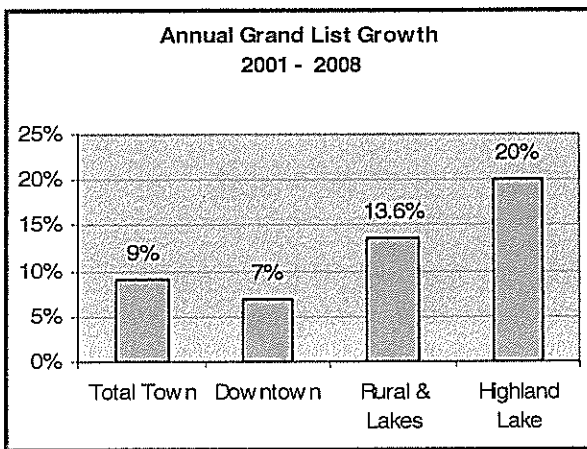
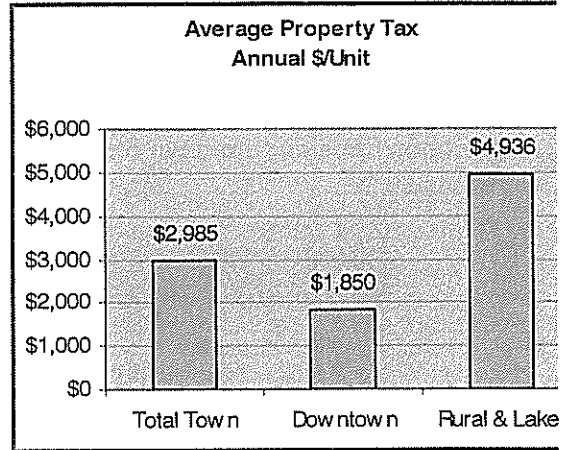
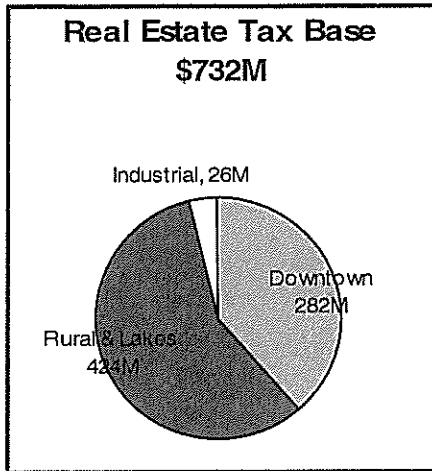
Historically, Winchester's prosperity and economic momentum have been centered on the industrial, commercial and residential core of the Downtown. More recently, Downtown and the High-Density Downtown Neighborhoods have faced many of the challenges also faced by other older New England urban centers i.e., declining tax contributions, a larger rental community, a smaller owner occupier population, older and smaller units, obsolete industrial capacity, and a disproportionately smaller share of investment dollars.

The housing stock (in terms of condition and use) may play an important role in these issues. Older units that are not well-maintained are of less value and, with a concentration of lower-income households, rents may not financially justify updates and upgrades.

Examples of economic disparities between Downtown and the remainder of the Town include:

- With over 60% of the population and housing units, Downtown represents just 38% of the real estate tax base.
- The average taxpayer Downtown pays approximately \$1,850 per housing unit in annual property taxes, while the average taxpayer in the Lakes District and other rural areas pays over \$4,900 per year.
- Grand list growth in the Downtown lags other parts of Town. From 2001 to 2008, growth averaged 7% Downtown while the growth in the outlying Lakes District and other rural areas was nearly double (13.6%) and growth in the Highland Lake District was even higher (20%).
- Since the 2007 town-wide revaluation, real estate prices Downtown have continued to decline (down 7%) while outlying region values have continued to increase (up 6%).
- More than 80% of the recent residential construction spending took place in the Rural and Lakes regions.

The following charts summarize these issues.



Note: "Highland Lake" is a subset of the "Rural & Lakes" category.

Zoning and Development Potential

The Town is divided into 8 zoning districts to regulate land uses. Prior to the 2016 Zoning Regulations Revision, the town formerly had 21 zones with only 5%, or 1,060 acres, zoned for business.

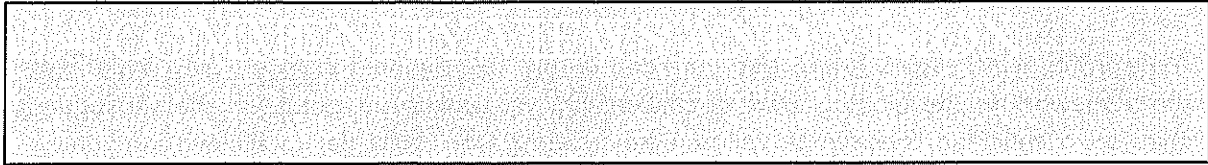
Existing Zoning	
Zones	
Town Single Family (TSF)	
Town Center Residential (TCR)	
Town Center (TC)	
Town Gateway (TG)	
Production and Innovation (PI)	
Rural Residential (RR)	
Highland Lake District (HLD)	
Highland Lake Business District (HLBD)	

There is considerable available land to support development for future population growth. There is also potential for additional investment in developed properties, similar to that occurring around Highland Lake. There is little vacant land in Downtown, but there is significant redevelopment potential (e.g., unused mill space). Such redevelopment could add residents, commercial uses, or a combination.

In the outlying areas, significant raw developable land exists even when accounting for environmental constraints such as steep slopes and wetlands. A rough analysis of development potential indicates that there are approximately 3,000 developable acres in total, distributed as follows (acreages are approximate):

- Route 8 corridor – 500 acres
- North of Route 44 and west of Route 8 -- 1,000 acres
- South of Route 44 and west of Route 800 -- 1,500 acres.

Based on current zoning, this net developable land could theoretically support up to 2,500 additional households or an increase of almost 50% over today's population. This calculation does not account for residential redevelopment in the Downtown.



COMMUNITY VIEWS

In preparing this Plan, it has been the goal of the POCD Subcommittee to reflect the sentiments and values of the community garnered from public meetings, the efforts of numerous boards, commissions, and committees, and from the many personal comments and conversations that have contributed to the Subcommittee's considerations.

Local boards and commissions provided input at a February 22, 2021 Planning and Zoning Commission meeting after the Subcommittee held a public Saturday workshop on February 20, 2021.

Key issues and topics emerged at the meetings including the following:

- The Town is well managed, and residents enjoy and appreciate living here.
- Residents feel safe in their homes and secure in the knowledge that their friends, neighbors, and local officials care about their well-being.
- The character and quality of Winchester is defined by its natural resources – they must be preserved.
- Features such as ridgelines, stonewalls, and open space should be preserved.
- Water features and protecting critical watersheds are important.
- Rural areas should be preserved.
- In Downtown, rehabbing mill buildings, enhancing and improving the Mad River, retaining historic architecture, and emphasizing mixed use development and market rate housing are important.
- The Route 800 corridor presents opportunities for economic growth.
- Implementation of the POCD is important.
- Our downtown neighborhoods should be revitalized.

VISION

A vision for Winchester's future also emerged during the planning process. This vision sets the framework for developing a set of challenging, yet achievable, goals. In the subsequent chapters of this Plan, these goals will be defined along with strategies to achieve the goals.

A POCD is a work in progress. While the Planning and Zoning Commission has charted a course, the community must make sure that course is followed in order to realize this vision.

Vision for Winchester

In Winchester, we will:

Cultivate the self-reliant spirit of our historic New England town;

Serve as a tourism, cultural and higher education hub;

Achieve a demographically balanced commercial center;

Nurture our neighborhoods surrounding the city center;

Respect the rural charm and natural beauty of the countryside;

Enhance our recreation opportunities; and

Encourage green practices and be a leader in the region.

To achieve our vision for viability and prosperity, we must strive to:

Provide the highest possible level of protection to our water and forest resources;

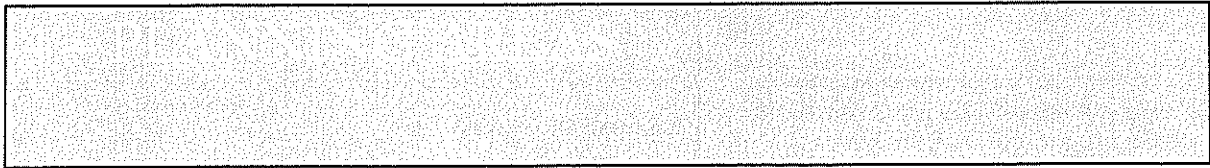
Emphasize open space preservation;

Revitalize our mixed-use Downtown, and anchor it with expanded retail and office space and a range of housing;

Attract middle- and upper-income households to the Downtown and high-density downtown neighborhoods in order to promote and maintain a balanced and diverse residential base and to increase the customer base and activity level in the Downtown;

Promote a pattern of low-density residences in our rural areas; and

Anchor future development around existing patterns of development and infrastructure.

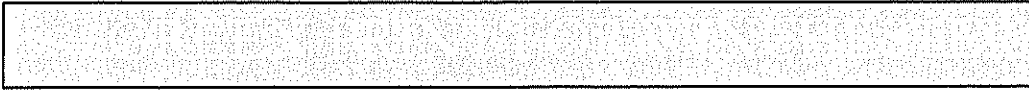


For planning purposes, Winchester can be categorized into five geographic planning areas (see map on page 4-2). While many strategies in this Plan are applicable town-wide, some strategies respond to a particular challenge or opportunity in one of these planning areas.

The following pages identify each area and summarizes its key characteristics and primary planning objectives. Specific strategies for these areas are found in the chapters that follow.

Lakes District		Route 8/800 Corridor	
<p>This area is comprised of low-density single family residential development with a rural, wooded, and agrarian feel. This area is home to many natural assets that add significant value to the Town.</p>		<p>This area is a narrow corridor running from south to north on the eastern extremity of the Town. This area is home to longstanding industrial uses.</p>	
<p>Key Characteristics:</p>		<p>Key Characteristics:</p>	
<ul style="list-style-type: none"> • Open space and recreational amenities (Highland Lake, Winchester Lake, Park Pond). 		<ul style="list-style-type: none"> • Environmental challenges include flood plain along the Still and Mad rivers; steep slopes and ridgelines along the western and eastern boundaries; possible soil and groundwater impairment due to history of industrial use. 	
<ul style="list-style-type: none"> • Drinking water supplies (Crystal Lake, Rugg Brook Reservoir). 		<ul style="list-style-type: none"> • Existing land uses in the southern part, which does not have water and sewer, includes low density residential, vacant and/or obsolete industrial and commercial properties, small-scale commercial and quarrying/processing operations. 	
<ul style="list-style-type: none"> • Agricultural land. 		<ul style="list-style-type: none"> • The northern part has additional space and is served by public water and sewer service. 	
<ul style="list-style-type: none"> • Remarkable diversity of topographical features, biodiversity, animal habitat. 			

<ul style="list-style-type: none"> • Cultural amenities such as historic Winchester Center Green and other historic resources, structures, and landscapes. 		<p>Planning Objectives:</p>	
		<ul style="list-style-type: none"> • In the northern portion, encourage additional industrial and commercial development. 	
<p>Planning Objectives:</p>		<ul style="list-style-type: none"> • In the southern portion, in the absence of sewer and water, encourage recreational use. If utilities are provided, determine opportunities. 	
<ul style="list-style-type: none"> • Maintain as a low-density residential area. 		<ul style="list-style-type: none"> • Continue to improve aesthetics since the area serves as a gateway to Downtown. 	
<ul style="list-style-type: none"> • Enhanced protection of environmental and recreational assets and ensure their appropriate use. 		<ul style="list-style-type: none"> • Balance economic development goals with protecting the natural character of this area and the rivers. 	
<ul style="list-style-type: none"> • Maintenance and continue growth of the tax base by attracting and retaining residents and tourists to this area. This population will help support Winchester's commercial and fiscal needs and stability. 			



OVERVIEW

The Green Print is an all-encompassing term for Winchester's creative land use planning and a road map to a more environmentally and socially respectful method of development. From the most pristine natural ecosystems to the most highly developed areas and everywhere along the spectrum, the Green Print can play an important role in enhancing the image, identity, and quality of life in the town.

The Green Print is an approach to overcome challenges such as a passive approach to conservation in which conservation is mainly a function of a lack of development.

The Green Print intends to capitalize on assets. Assets include having progressive and mindful land use commissions and property owners that have initiated conservation measures.

The Green Print overarches the chapters in this POCD, which are organized around three main themes:

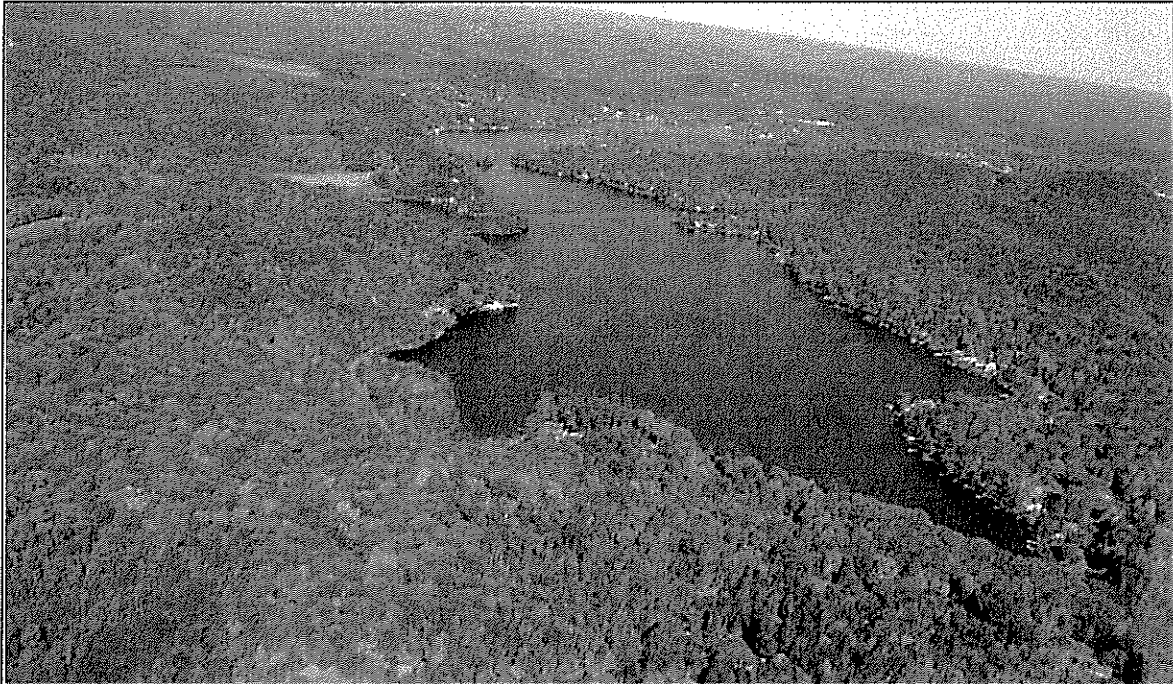
- *Conservation* – those things that we must protect (natural resources, open space, community character, historic resources);
- *Development* – guiding future growth (community structure, residential development, business development); and
- *Infrastructure* – supporting our community (community facilities, transportation, utilities).

The Green Print approach applies to what we want to protect, influences how and where we develop, and its principles affect how we think about our infrastructure. Therefore, it is important to introduce Green Print strategies related to conservation, development, and infrastructure.

GREEN PRINT STRATEGIES

The Green Print is simply an all-encompassing term for Winchester's creative overall land use planning, a road map to a more environmentally and socially respectful method of development. The intent of the Green Print is to be a symbiotic integration of conservation and development where both are seen as the black or white of a black and white photo, neither being visible except in the presence of the other.

The Green Print provides a proactive approach that focuses on development in response to clearly stated conservation and development goals as well as the town planning areas. Land use boards will actively review development applications regarding their appropriateness and synchronicity with conservation goals for the particular planning area. Land use boards will condition permits based the Green Print concept. Therefore, the Green Print will play an Integral role in enhancing the image, identity, and quality of life in the town of Winchester.

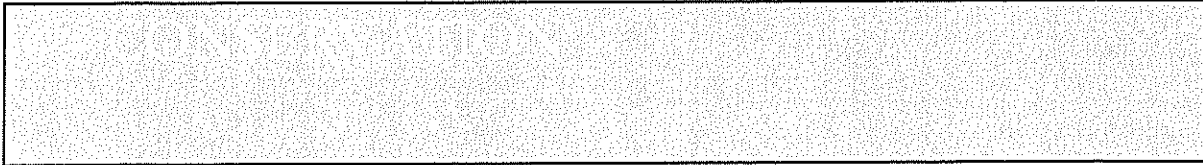


The Green Print approach involves the following:

- Encouraging a change in mindset to one that values the environment and respects the interconnectedness of human activities and quality of life for citizens as well as the ecosystems of Winchester. The Town could organize a Green Print committee to guide land use boards and commissions. Education of the community, developers and the town will play a central role in success.
- Creating a Green Print brand and identity for the town to distinguish it from others in northwest Connecticut and attract new residents who are interested in Green Print approaches.
- Becoming a successful demonstration community for voluntary acceptance and implementation of progressive green practices e.g., LID, BMP, RoHS, LEED, Eco-, Green, Sustainable and Permaculture (See Glossary in Appendix A). These practices should be implemented throughout the entire development process, from planning and design through construction and maintenance.

- Balancing very long-term thinking for all conservation and development activities with experimentation and innovation. For example, attention must be paid to how development activities might impact opportunities on different sites or future development of the same site.
- Maintaining and expanding on the State's principles of Smart Growth, which entail redevelopment and revitalization of commercial centers, expanding housing opportunities, concentrating development around transportation nodes and corridors, conservation and environmental protection, and integrating planning efforts with all levels of government.
- Ensuring that all development is minimally invasive, from the varied perspectives of functional, visual, and environmental impact on our natural and cultural resources, including but not limited to energy, night skies, quiet and air, soil and water quality. The Town should develop an appropriate check list of Green Print parameters to be considered for all conservation and development activities.
- Preparing implementation guidelines to assist politicians and land use commissioners, citizens, and developers in raising the social and ecological bar by assimilating the Green Print into a user-friendly document.

Many additional actions to implement the Green Print, such as walkability and energy conservation, are found in the following chapters of this POCD.



The identification of natural and cultural resources that ought to be protected is an important component of a Plan of Conservation and Development. Determining which features are important from an ecological perspective, for preserving character and for enhancing overall quality of life, sets the framework for discussions about future growth in Winchester. Chapter 5, *Green Print*, provided overarching themes that also relate to conservation.

NATURAL RESOURCES

OVERVIEW

The Natural Resource Inventory Report identifies in detail the natural resources and functions that should be preserved or conserved. These resources can be summarized as:

Resources for Preservation:	Resources for Conservation:
<p>Resources so important to environmental quality or community character that alterations to these areas should be avoided to the extent feasible and prudent.</p>	<p>Resources with important functions that can be maintained while compatible activities take place nearby if development occurs in an environmentally sensitive way.</p>
<ul style="list-style-type: none"> • Watercourses and Water Bodies (water quantity and quality) 	<ul style="list-style-type: none"> • Sensitive watershed areas (such as Highland Lake or public water supply watersheds)
<ul style="list-style-type: none"> • Inland Wetlands 	<ul style="list-style-type: none"> • Streambelt buffer areas
<ul style="list-style-type: none"> • Steep slopes (>25%) 	<ul style="list-style-type: none"> • Stratified drift aquifers and areas of high groundwater availability
<ul style="list-style-type: none"> • Flood Plain (100 year) 	<ul style="list-style-type: none"> • Unique or special habitat areas
	<ul style="list-style-type: none"> • Flood Plain (500 year)

ISSUES AND CHALLENGES IN EACH PLANNING AREA

Lakes District

While water bodies are located throughout town, the preponderance is within the lakes district. Topographically, this area has significant limitations on development due to steep slopes, wetlands, and other poorly drained soils and shallow soil to bedrock characteristics. The current density of housing and use of these water bodies has created serious environmental and public safety risks. There is a negative impact on water quality with tree cutting for residential development and roads that create impervious surfaces and consequent storm water runoff and management problems. Both Highland Lake and Park Pond have invasive aquatic plants that require costly intervention to control and mitigate.

The State of Connecticut Department of Energy and Environmental Protection notes that *watershed management* as a term used to describe the process of implementing land use practices and water management practices to protect and improve the quality of the water and other natural resources within a watershed by managing the use of those land and water resources in a comprehensive manner. The 1990 Regional Watershed Protection Study, conducted by the Litchfield Hills Council of Elected Officials, offered a number of recommendations for the Lakes District. Recommendations included increasing minimum lot sizes, incorporating a "net lot size structure" (excluding from minimum lot sizes undevelopable land), limiting impervious coverage, and limiting timber cutting practices to "sustainable timber farming."

Northern and Eastern Winchester

There are significant limitations to development in this area due to steep slopes, shallow soil to bedrock characteristics, and high seasonal ground water levels. While there are no areas of significant wetlands or significant water bodies, this area does drain to the Mad River and Still River.

Downtown and High-Density Downtown Neighborhoods

Challenges in these areas relate to storm runoff. More developed areas have a greater proportion of impervious surfaces. Storm water generally runs directly into drainage pipes or directly into water bodies, carrying pollutants.

Route 8 / 800 Corridor

The Mad and Still Rivers, and their associated floodplains, run through this area. The western and eastern boundaries are characterized by steep slopes. Historic industrial activity also may have impaired groundwater here.

Address Storm Water Runoff

A key environmental goal of all development should be to minimize the amount of run-off and improve its quality, such as sedimentation, acidity, temperature, etc. There are a number of steps that can be taken to address run-off issues. From a regulatory approach, the Town could require run-off volumes after development to be no greater than the volume before development. This approach could apply only in sensitive areas, such as near wetlands, or only for certain types of developments, such as for new subdivisions. Elsewhere, regulations could set limits on the increase in run-off.

Reducing impervious surfaces increases on-site infiltration of stormwater, thereby reducing run-off. Additional drainage strategies might include requiring pervious material for driveways within the setback or limiting impervious cover of all types. Limitations might be most relevant in two planning areas:

- In the Lakes District, a limit of 10% of the net area or proportionate limit in large parcels is recommended per current protective theory.
- In the Northern and Eastern Area, subdivisions should be limited to a maximum of 7.5% impervious coverage unless it can be demonstrated that a larger coverage will be designed so as to result in zero incremental run-off.

Vegetated areas reduce the flow of runoff and help filter out pollutants. Expanding the width of riparian buffers, adopting more restrictive limits on clear-cutting, and requiring that buffers be appropriately planted can help reduce impacts to wetlands from runoff.

Drainage from unpaved town roads onto private properties has been an issue in Town. The Town should create maintenance plans for its unpaved roads to help solve drainage issues.

Finally, most of these strategies can be achieved by implementing Low Impact Design/Development (LID), which provides alternative storm water control methods. Land Use commissions could require applicants to use LID techniques. LID can also be employed in more developed areas where impervious surfaces are predominant, such as downtown. Examples that could be employed downtown include using pavers rather than asphalt or concrete and aligning tree basins with storm drains. An analysis of steep slopes and storm drains downtown can help determine appropriate LID measures.

Reduce Water Pollution

In recent years, water quality protection efforts throughout the nation have focused on reducing “non-point” pollution, or pollution that does not originate from a specific point. This includes storm drainage discharges, lawn fertilizer, septic systems, agricultural runoff, and similar sources. Implementing and updating recommendations made in the Crystal Lake-Rugg Brook Reservoirs Watershed Protection Study to help the Town assess water pollution risks and develop specific approaches to minimize risks.

Although there has been no indication of widespread septic failures or problems in Winchester, improperly operating septic systems are a potential threat to water quality and

public health. Winchester should encourage programs to educate property owners about proper septic operation and maintenance. Within the Lakes District, the Town could adopt an ordinance requiring regular septic pumping. Such a program should take differences in system design, soil types, and usage into consideration.

Reducing runoff, as discussed above, will also help minimize the amount of pollution that reaches the Town's water bodies.

The Town should continue to support a regular water quality testing program for key water bodies. Testing provides advance warning of potential contamination threats to surface water and aquifers and provides benchmarks for measuring progress. Monitoring is important for the Mad and Still Rivers; a plan for remedial action and long-term management plan should be developed.

Continue to Address Erosion and Sediment Control

Erosion and sediment controls are required in all new developments in Winchester. However, adequate inspection and maintenance is necessary to ensure appropriate protection of water resources. Careful inspection and maintenance should be continued until areas are completely stabilized.

Environmentally sensitive areas such as wetlands, steep slopes, and floodplains are less capable of supporting development than dry, flat land, yet are often treated equally in many regulations. Development in and around these sensitive areas can lead to increased erosion and flooding as well as biodiversity and property loss.

In the Lakes District, unpaved driveways and roads leading to Highland Lake and Park Pond perimeter roads are subject to erosion. Methods of controlling erosion and reducing runoff, particularly in areas with steep slopes, should be explored and implemented as soon as possible. Future consideration should include requiring development proposals address the "first flush" of runoff in that it be appropriately treated in terms of quality and rate of runoff. In reviewing proposed development, commissioners should encourage site designs that minimize impervious surfaces, promote infiltration of stormwater, and reduce runoff. Site designs should continue to provide vegetative buffers to wetland and watercourses to filter pollutants and protect them from direct receipt of runoff. The Inland Wetlands and Watercourses Commission should consider requiring vegetative buffers surrounding Highland Lake to filter pollutants and protect it from direct receipt of runoff.

Provide Public Education

The Town should undertake an educational program so that:

- Winchester's residents will appreciate the value of the Town's natural resources, including benefits related to quality of life and property values;
- Property owners understand how their own individual actions can impact natural resources and how they can minimize their impact; and

- the Town and the Town's commissioners are provided with information that could be employed to protect natural resources, thereby building support.

Public education and involvement are particularly important for protecting water quality in the Lakes District. Specific topics that could be addressed include reducing or eliminating sediment runoff, septic maintenance, hazardous materials, lawn and garden fertilizers/chemicals, yard composting, clear-cutting and clearing of understory, wetlands protection and similar issues. The Conservation Commission could take the lead on implementing these programs.

Reaching out to youth and existing civic groups can be an effective way of educating residents. The Town could encourage development of age-appropriate curriculum in Winchester's schools, from kindergarten through community college, that will enhance knowledge of and appreciation for our natural resources.

Continue to Identify Natural Resources and Priority Protection Areas

The Natural Resources Inventory provides a wealth of information about natural resources in Winchester. Maintaining and expanding the inventory should be an ongoing effort. Specific additions to the inventory should include:

- Ecosystems within the Lakes District and trans-boundary systems;
- Additional natural resources such as vernal pools;
- Wildlife and vegetation including Federal, State, and local endangered and threatened species; and
- Significant environmental features that need greater protection within the downtown such as the Mad and Still Rivers, Highland Lake outflow, etc.

The Natural Resources Inventory can be a valuable tool for Town boards and commissions. The Inland Wetlands and Watercourses Commission, the Planning and Zoning Commission, and Zoning Board of Appeals could be required to make specific reference to the Natural Resource Inventory when deciding on land use applications involving any water body. To facilitate this process, the application form could include a statement that addresses water body protection.

The Conservation Commission should be encouraged to undertake landscape-scale ecosystem planning by creating conservation overlays. The overlays would identify priority areas for protection such as ridgelines or significant tracts of large, unfragmented forest.

Work Regionally to Protect Natural Resources

Natural resources do not respect town boundaries; continued regional cooperation will be important. The Town should promote collaboration with surrounding towns on studies of trans-boundary ecosystems and create an inter-municipal agreement that states the values of the resources and includes a formal commitment to work together to achieve planning and protection goals.

Coordination with abutting towns is particularly important for any activity in the Lakes District watershed to ensure protection and enhancement of the mutual watershed. (See LHCEO 1990 Watershed Protection Study).

Address Invasive Species

Actions to address invasive species might include developing an Invasive Species Plan, developing a process for eradicating invasive plantings, and discouraging the introduction and storage of non-local organic material, such as wood piles, that may harbor invasive flora and fauna.

Invasive species can cause tremendous harm to water bodies. The Town should examine the process, financial and legal implications of steam cleaning watercraft prior to launching them in the Town's water bodies to curb the spread of invasive aquatic plants and wildlife such as zebra mussels.

Additional Regulatory Strategies

- In the Lakes District, adopt watershed zoning that will expand the area of protection (e.g., wider streamside buffers and greater distance from water body perimeter under IWWC regulation). The zoning should incorporate best management practices particularly for impervious surface, soil erosion prevention, and potential phosphate loading.
- Create a *Watershed Protection Ordinance* that would address all aspects of watershed protection including allowable uses of shoreline, shoreline buffers, extent of the protected area, construction parameters, lot requirements, alteration of vegetation, storm water and phosphate loading impacts, and enforcement.
- The enforcement of existing and any new regulations is important.
- Ensure that variances are granted in very few instances and not based on past precedent, financial hardship, or legal threats.
- In the Lakes District, require restoration of indigenous, native comparable foliage coverage prior to rebuilding or alteration of existing structures.

Additional Strategies

The following additional strategies can help protect natural resources in Winchester:

- Create and adopt standards of techniques to assess biodiversity when land-use commissions request natural resource information from an applicant. An example would be evaluation of the time of the year to conduct studies and sampling requirements on stream beds and vernal pools.
- Provide for monitoring and intervention where conservation easements or restrictions are used (e.g., selective harvesting under the direction of a State licensed forester).
- Create incentives for property owners to maintain undeveloped land in an unfragmented state.
- Develop an Aquifer Protection Plan based on Connecticut Department of Energy and Environmental Protection standards.

OPEN SPACE

OVERVIEW

Preserving meaningful open space will help conserve important natural resources, protect wildlife habitat, create more environmentally sensitive development patterns, provide fiscal benefits, protect community character, and enhance the quality of life for Winchester's residents. Open space preservation is widely regarded as the most effective tool to manage growth and maintain community character. Winchester residents have identified preserving open space as a planning priority.

Open Space Types

From an open space planning perspective, experience has shown that open space generally falls into four categories.

Dedicated Open Space

Land preserved in perpetuity as open space, often with public use.

Managed Open Space

Land set aside for some other purpose, such as a golf course or public watershed land that provides some open space value. Public use may not always be allowed.

Protected Open Space

Land protected from development, such as a conservation easement, but public use may not be allowed.

Perceived Open Space

Land that looks or feels open, such as a fallow farm or private woodlands, but is not preserved as open space.

A focus on increasing Open Space acreage also functions to brand us as a forward-looking community that is an active and responsible steward of our natural, cultural, and recreational heritage.

Preserving more open space is an important component of protecting Winchester's community character and quality of life. This can be accomplished through two basic approaches: regulation and acquisition.

DEDICATED OPEN SPACE VS MANAGED OPEN SPACE

Just over 16% of Winchester's 19,499 acres is "Dedicated Open Space". This means that the land is considered to be permanently protected from development. It includes land owned by the State and land trusts, since they rarely sell land, they have acquired. The majority of the Town-owned dedicated open space land surrounds Crystal Lake and Rugg Brook reservoir.

Owner	Acres	% Of Town
Town of Winchester	1,475	7.6
State of Connecticut	1,343	6.9
Land Trusts	360	1.8
Total	3,178	16.3

Another 42% of land in Winchester is considered "Managed Open Space." This is land that provides open space benefits today, but they can be developed at any time in the future. In other words, they are not

permanently protected as open space. Most of the Town's Managed Open Space is land enrolled in the Public Act 490 Forest or

Owner	Acres	% Of Town
PA 490 Forest	7,103	36.4
PA490 Farmland	808	4.1
Other	281	1.4
Total	8,192	41.9

Farmland program. Owners receive a tax reduction when they agree to maintain their land as forest or farm, but they can develop the

land at any time (subject to a penalty). Other Managed Open Space includes cemeteries, religious properties, non-profit institutions, utility lands and private clubs.

At first glance, the percentage of Open Space seems large - 58% of the Town consists of forest, farmland or watershed around our drinking water reservoirs. Yet, only about 16% is "dedicated." Furthermore, town-owned holdings (mostly water company land that surrounds our drinking water reservoirs) need an added layer of protection to ensure they cannot be sold in the future.

REGULATORY APPROACHES

In terms of regulation, Winchester already requires that 15% of every new subdivision be permanently preserved as open space. This is typical of many Connecticut communities although towns have begun to increase the percentage of required open space.

Some communities have adopted open space equivalency factors where wetlands, floodplain, steep slopes, and other environmentally constrained areas are "discounted" so that an even greater percentage of open space preservation occurs on the most constrained parcels (i.e., one acre of wetlands might only count as one-quarter acre). Other communities require that dedicated open space be representative of the overall quality of the parcel (i.e., similar in the proportion of wetlands, floodplains, and steep slopes). In addition to increasing the percentage of open space preserved, these measures also improve the quality of open space. Winchester should consider similar regulations for these reasons.

When there is no appropriate open space within a new subdivision, the Connecticut General Statutes allow the Commission to accept a fee-in-lieu of open space equal to ten percent of the fair market value of the land prior to development, to be used to purchase open space elsewhere in Town. The Commission can also accept a combination of land and fee, but again is limited to ten percent despite a mandatory set-aside of 15% or more. Any fees must be placed in a dedicated open space fund created by the Board of Selectmen expressly for this purpose.

An alternative might be to allow an equivalent off-site dedication of open space. A variation on offsite dedication is open space banking in which the Town purchases threatened but desirable open space as it comes on the market and allows developers to gradually pay-down the purchase over time with fees-in-lieu of open space as they develop less environmentally sensitive land elsewhere in Town.

Regardless of the methods used, the Planning and Zoning Commission should obtain desirable open space or a fee-in-lieu thereof as part of every residential subdivision.

ACQUISITION APPROACHES

For Winchester to be able to preserve the open space parcels that are most important to the Town's open space strategy, the community must be prepared to purchase key properties

and/or work with property owners for their full or even partial donation, preferably before they come on the market.

To facilitate this, the Town should finance a dedicated open space fund on an annual basis or consider bonding to have an immediately effective fund, able to purchase critical open space as it becomes available. Several communities, such as New Hartford, CT, have successfully used this approach. When adequately funded, an open space fund can be used to leverage matching open space grants as they become available, making local funds twice as effective, and giving the Town a competitive edge over Communities with no appreciable funds in place.

Open space preservation does not always have to mean the purchase of an entire property. Many communities participate in one or more programs for purchasing development rights to protect farmland and open space. Land can also be purchased outright and paid back over time through a "reverse mortgage," leased back to an owner, or an owner can be granted "life use" of the property.

Donating land or development rights can also be an effective estate-planning tool. Many property owners have an emotional attachment to their land and given the choice, would prefer to see their property preserved in a way that enhances the community rather than be developed. The active solicitation of open space donations (land, development rights, and easements) is an increasingly popular and successful open space tool that should be promoted in Winchester.

OVERALL OPEN SPACE SYSTEM

Interconnecting open spaces with greenways and enlarging existing open spaces is the most effective way for Winchester to establish a meaningful open space system that provides benefits for both recreation use and protection of wildlife. The Town should connect open spaces into a system of greenways to protect streams and vernal pools. This strategy can be expanded to include trail and wildlife corridors as well. A system of greenways can function as wildlife corridors, allowing wildlife to migrate between larger open space habitats.

ISSUES AND OPPORTUNITIES IN EACH PLANNING AREA

Lakes District

Existing open space here includes the Algonquin State Forest, Paugnut State Forest, Taylor Brook State Park, Platt Hill State Park, and various CT DEP owned lands and water bodies. The Town also has permanently protected water company land in this area. There may be opportunities to connect to open space in neighboring towns (e.g., Grant Swamp area and Norfolk Land Trust lands in Norfolk and Burr Pond State Park and Hall Meadow State Park in Torrington). There are also numerous, small town-owned parcels here. These parcels are a primary protective buffer for the lakes and their water quality due to the ability of forested land to absorb nutrient, storm water and soil run-off before reaching the lake.

Northern and Eastern Winchester

There are many opportunities for linking land in Winsted with existing Open Space. For example, People's State Forest and the American Legion State Forest are just to the east of Winsted in the town of Barkhamsted. Additionally, there is a Farmington River Water Access area where the Still River joins the Farmington River just over the boundary of Winsted's northeast corner. Finally, an additional part of the Algonquin State Forest lies in Colebrook, to the north.

Downtown

The Still River and the Mad River present a tremendous opportunity to create an open space system / greenway. Providing a riverwalk can make the Downtown more attractive to live in and draw residents from elsewhere in town and the region to the Downtown. Smaller parks and community gardens will also be important to enhance the livability of Downtown.

High Density Downtown Neighborhoods

Viewsheds to surrounding natural areas is an important feature of this area. Similar to the Downtown, opportunities focus on smaller parks and community gardens. Providing parks in each neighborhood can create gathering places for picnics, games, etc., thereby enhancing neighborhood identity.

Route 8/800 Corridor

In those areas without public water and sewer, this area may present an opportunity for recreational uses and extending the Sue Grossman Still River Greenway from Torrington.

STRATEGIES FOR OPEN SPACE

Create an Open Space Committee and Open Space Plan

Winchester should establish a municipal open space program to build upon open space preservation accomplishments and to complement the work of the Winchester Land Trust and other conservation groups and the State. The move forward, the Town should assign this task to the Conservation Commission or create a separate entity composed of diverse interests and expertise. A clear mission statement should guide the work of the Committee and one of its first tasks should be to complete an Open Space Inventory.

The Open Space Committee should adopt the priorities listed in this POCD and create a more detailed open space plan that addresses the acquisition and management of new and existing holdings. The open space plan should focus on preserving green space corridors, connecting open space in abutting towns, and protecting watersheds.

Acquire Additional Open Space

Open Space acquisition and expansion should focus on preserving land with:

- major water bodies and their watersheds.
- areas of diverse and healthy forest.
- rare or endangered species of flora or fauna.
- agricultural lands.
- viewsheds, ridgelines, and other topographical features.
- particular cultural or way-of-life characteristics, with historical or archeological significance, stone walls, or other features that reflect Winchester's community character.
- potential to expand upon or connect to existing open space, within and across town lines.
- regional corridors for wildlife and pedestrian trails.

Area-specific priorities should include:

- Preserve Town-owned parcels in the Highland Lake watershed.
- Explore the possibility of purchasing abutting properties for additional protection of Highland Lake.
- In Downtown and the High-Density Residential area, provide parks in each neighborhood would create a gathering place for picnics, games, snow and ice sculptures, thereby enhancing neighborhood identity.
- Extend the Sue Grossman Still River Greenway in the Route 8 / 800 Corridor.
- Expand the Greenway along with rail line Downtown.

The Open Space Committee should cultivate donations of vacant land. Through education, owners of large open space tracts should consider the full suite of legacy programs such as donation of the land or conservation easements. The Committee might also work with developers to ensure that the open space in an Open Space Subdivision process provides meaningful open space or allows developers to purchase and donate land in another part of Winchester.

Private land preservation organizations will continue to play an important role in preserving open space in Winchester.

Create a Downtown Riverwalk

A riverwalk, with seating and viewing areas, could be created along the Mad River. Such a riverwalk along with a small park with an entertainment venue could draw residents to the river and attract a mix of restaurants and shops. The riverwalk could be part of a larger greenway system linking Downtown with attractions such as Soldiers' Monument, NWCC, playing fields, Rockwell House, museum, etc. The Town should work with the CT Department of Environmental Protection (DEEP) to raise the river level to make its presence more obvious and also better design the river edge.

Expand Funding for Open Space

While land donations can play an important role in acquiring open space (as discussed above), funding for purchases might be needed to achieve Winchester's vision. The newly formed Open Space Committee could establish a fund for purchasing property. Funds could be raised in a variety of ways: developers may contribute under the "fee in lieu" program, the public could make donations, and a dedicated property tax might be established (0.25 mil in some nearby towns). Many towns bond monies to purchase a specific property in town. Matching funds and grants from the State, the Federal government and private entities can also be pursued.

Update Open Space Provisions in Subdivision Regulations

For conventional and open space subdivisions, consideration should be given to increasing the current 20% and 30% set-asides for open space. The option of paying a fee-in-lieu of open space should be allowed, with such fees going toward the purchase of open space elsewhere in accordance with the open space priorities outlined in this POCD.

Encourage Open Space Subdivision Design

Open Space Subdivisions allow flexibility in lot design in return for preserving greater open space than for a conventional subdivision. Without necessarily reducing the number of developed lots, such designs are far more sensitive to the local environment and the open space goals of the community. In addition to preserving open space, Open Space Subdivision design can preserve rural streetscapes and scenic views along with important resources (wetlands, existing trees).

To ensure that these standards are appropriately applied, the Commission should review the regulations and procedures, including the pre-application process, and adopt revisions if determined appropriate. Similarly, the Commission should determine if the Open Space Subdivision regulations provide adequate incentive (e.g., lot size reductions) so that developers will choose this option rather than a conventional subdivision.

The Town could require that all subdivisions of land into five or more parcels be Open Space Subdivisions. Under such a requirement, the amount of open space requirement might vary from planning area to planning area as follows:

- In the Lake District, require that at least 70% of the developable land would be set aside as open space.
- In the Northern and Eastern Area, require that at least 50% of the developable land would be set aside as open space.

These requirements could exclude subdivisions where the smallest lot is five times the minimize lot size. The overall density of Open Space Subdivisions could be capped at no more than allowed under a conventional subdivision.

Promote Enjoyment of Open Space

Open space land should be visible and exciting to all citizens. The Town should explore the possibility of allowing volunteer-lead hikes of town-owned watershed lands (other than those surrounding reservoirs) to introduce residents to the beauty and diversity of the Town's watershed resources and to instill an appreciation for open space.

Continue Current PA 490 Policies

Winchester has implemented the tax assessment authority of Public Act 490 to reduce tax assessments on farm and forest land. The statutes also authorize towns to apply reduced assessments to open space land as defined by the Town. Extension of tax abatement to a defined open space category may have broad consequences and such additional tax abatement would be counterproductive unless it was conditioned on permanent protection.

Work with Private and Regional Entities

The Town should coordinate with the State, regional entities and the private sector to ensure that open space planning will join contiguous areas of protected space and broader watershed systems.

COMMUNITY CHARACTER

OVERVIEW

Winchester is defined and distinguished by its rural character. Preservation of this encompassing but vulnerable attribute has been the dominant planning theme of the Town of Winchester for years. Grand list growth in the outlying rural areas of the Town indicates the attractiveness of rural character.

Defining elements of Winchester's character include:

- A quintessential New England Downtown with rich architecture, historic buildings and established neighborhoods.
- Winchester Center Village Green, with an array of historic home styles with open fields in the background and outlined by dry stone walls and wooded hills.
- Narrow-winding roads throughout town.
- The lakes, rivers, ridgelines and forests.
- Winchester is the second largest town in Litchfield County

The next ten years may prove crucial for the longer-term preservation of Winchester's rural character. Many of the strategies identified in this POCD will lay the foundation for community actions to help retain the qualities that today's residents clearly value, and future residents will cherish.

Winchester is fortunate that other entities help to preserve the rural character. These entities include the Winchester Land Trust, and the Highland Lake Watershed Association, among others.

Components of Winchester's character discussed in this section include scenic assets, farmland, historic features, and architecture. Character is intertwined with other topics in this POCD, including open space, natural resources and community structure (e.g., Downtown). Additional strategies related to those features are found in those individual sections.



Dedication of the Soldiers' Monument

Scenic Assets

Ridgelines are an important and sensitive scenic asset. They provide dramatic views, which entice residents to live in and visit Winchester. The Planning and Zoning Commission has recognized the importance of protecting ridgelines in development reviews. Other scenic assets include rural features, such as stone walls, barns and rustic fences. Regulations can encourage the preservation or relocation of such scenic resources.

The Natural Resources Inventory identified threats to scenic resources. Threats include insensitive siting of development, installation of privacy fences (especially around Highland Lake), indiscriminate tree cutting, cell tower installation and placement of windmills.

Narrow, winding and tree-lined roads are an important facet of rural character. Yet modern road standards often encourage widening and clearing of such scenic features. Recent development practices, particularly in the Lakes District and Northern and Eastern Area, have cleared setbacks of vegetation and subdivisions have been laid out to be visible from the road, rather than setting houses further back with screening. These development practices detract from the character of the roadways. Modern roadway standards sometimes require road widths and other features that are not consistent with existing rural roads. Shade trees play an important role in the character of Downtown (in addition to providing environmental benefits).

Agricultural Land and Farming

Agricultural lands are important economic and lifestyle assets, and the preservation of such farmlands must be a priority. The value of having agricultural land must be as important a consideration as other components such as views, historic resources, and natural resource protection.

Agriculture in the Town is threatened by farm economics and other factors. The loss of farmland would also result in the loss of many rural landscape features such as hayfields, dairy farms and cornfields.

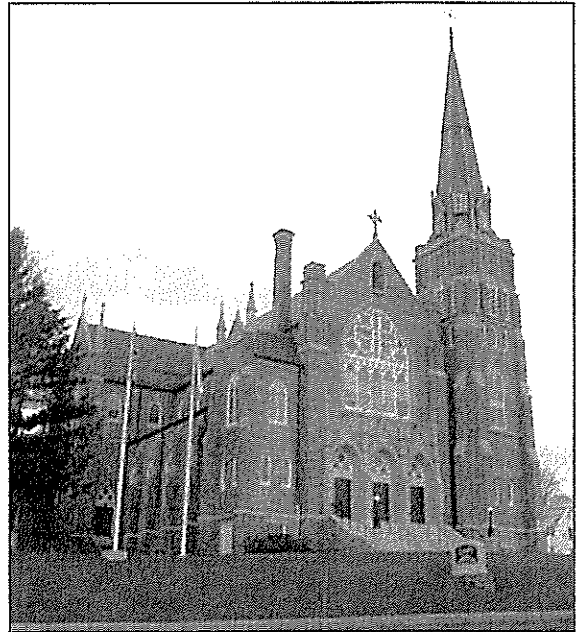
Architecture and Design

In addition to the historic structures and features, much of Winchester's character is derived from the New England architectural styles that still prevail. Winchester is very fortunate to have these attractive buildings, especially in the Downtown.

Visually, the Downtown is comprised of a wide range of structures from historical churches and mill buildings to current structures such as the CVS pharmacy and NWCC library. There are variations in upkeep and physical condition with instances of empty buildings with unattractive facades. It is evident that the upkeep of existing buildings and appearance of new buildings or additions plays a critical role in Winchester's overall character. It is recommended that the Town establishes architectural guidelines or review procedures to ensure that future buildings contribute to the rural and historic character that is revered by residents and visitors.

In recent years, the Friends of Main Street (FOMS), a designated Connecticut Main Street organization has been working to promote the revitalization of the Downtown and promote civic beautification projects. Recent sidewalk improvements also help improve the appearance of the Downtown Streetscape.

However, Winchester does not have any architectural guidelines or review procedures to ensure that future buildings contribute to (and do not detract from) the rural and historic character that is revered by residents and visitors.



Historic Resources

Winchester's history, and the physical presence of many historic, architectural, and archeological assets, is another key component of the rural character that defines the community. Preservation of historic buildings, sites, and artifacts, as well as archeological resources, is an important way for Winchester to provide a sense of identity and stability, preserve community character, and enhance the Town's historical heritage.

To give a sense of the depth and breadth of recognized historic resources in the Town, the National Register of Historic Places (NHRP) has documented in text and photographs the following properties and historic districts (see <http://www.nps.gov/nr/research/index.htm>):

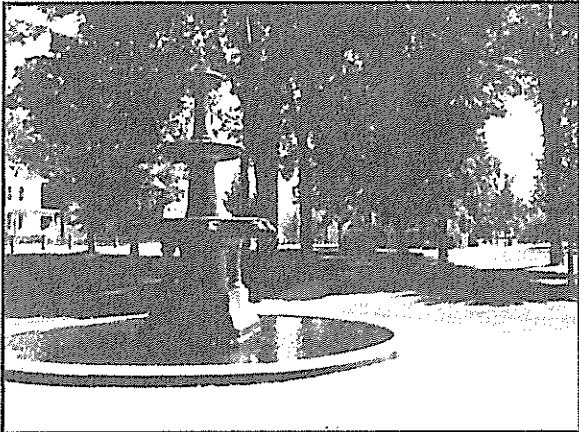
- Gilbert Clock Factory, Wallens Street, nominated 1984
- Winchester Soldiers' Monument, Crown Street, nominated 1983
- Moses Camp House, 682 Main Street, nominated 1984
- Solomon Rockwell House, 226 Prospect Street, nominated 1977
- West End Commercial District, North Side of Main Street between Union & Elm Streets, nominated 1990
- Winsted Green Historic District, listed 1977, US Route 44 & CT Route 8
- Winsted Green National Register Historic District Boundary Increase, 1982
- Winsted Hosiery Mill, nominated 1985, Whiting at Holabird Street
- Winsted Water Works, designated 2020

Resources listed in the Library of Congress' Historic American Buildings Survey (HABS/HAER), the Federal government's oldest preservation program, administered by the Heritage Documentation Programs are listed below. The documentation produced by these programs constitutes the nation's largest archive of historical architectural, engineering and landscape documentation. (See http://memory.loc.gov/ammem/collections/habs_haer):

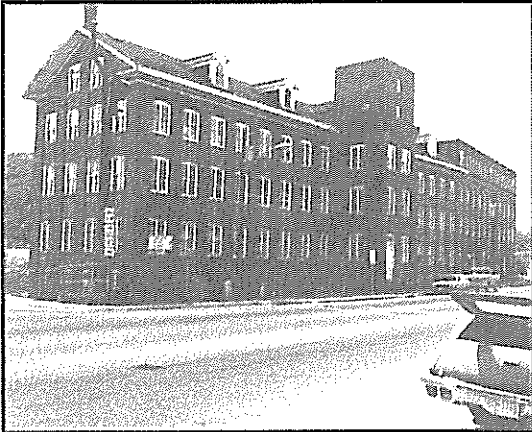
- Solomon Rockwell House (also Martin Rockwell House in Colebrook), 225 Prospect Street
- Winsted Post Office, 328 Main Street
- Bronson House (alternate title George Sherwood House), Winchester Center Green
- Winchester Center Congregational Church (alternate title Greek Doric Church), Winchester Center Green

It has been 20 years since any documentation or recognition of the Town's historic resources. Winchester needs an organization to help coordinate the preservation of historic resources. This Plan recommends establishing a Winchester Historic Preservation Commission.

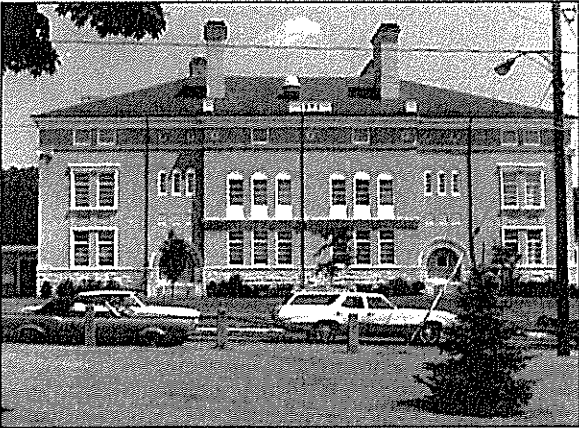
Historic Resources in Winchester



Winsted Green, Kieran Quinn, 1976.



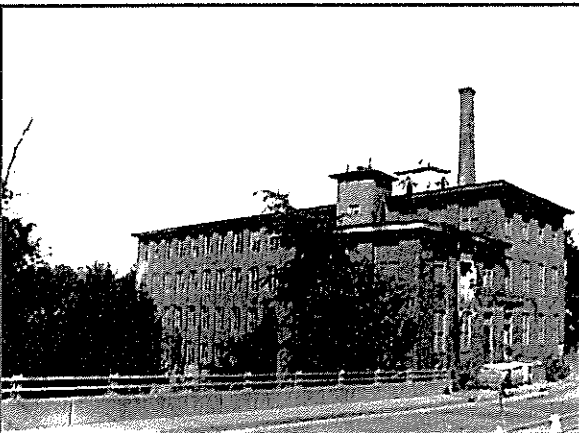
Strong Manufacturing Company, Kieran Quinn, 1976.



Old Gilbert High School, 1976



Winchester Soldier's Monument, D. Ransom, 1983.



Gilbert Clock Factory, HRC, 1983.



Soloman Rockwell House, HABS, c1940.

STRATEGIES TO PRESERVE CHARACTER

Preserve Ridgelines

Strategies to preserve the scenic character of ridgelines may include:

- Discouraging or preventing activities with negative visual impacts (such as communication towers or indiscriminate tree clearing),
- Adopting a special application review process to consider subdivision designs and proposed improvements (including fences) in sensitive scenic areas, and
- Discouraging or preventing unnecessary lighting on or near ridgelines.

Preserve the Character of Roads

Road design standards should be reviewed to ensure that when new subdivisions are built, there is a balance between safety and preserving character.

In addition, subdivision entrances can be laid out to minimize the clearing of vegetation along the front setback so that houses are less visible from the road. The regulations should be updated to require this.

Other strategies to reduce the clearing of vegetation and thereby impacting character include:

- Expand setbacks, limit clear cutting of trees and removal of stone walls with setbacks, require vegetative or topographical buffers and require offset or curved driveways in order to limit visibility of the developed land from abutting roadways.
- Limit land clearing within the parcel to the minimum net requirement (except for very large parcels where the cleared to total ratio should remain consistent with or better than this requirement).
- Limit clearing of forestland for selective harvesting using Best Forest Management Practices implemented by a state licensed forester.
- Develop an application review process to evaluate the visual impact of all development for consistency with the surrounding area (trees should be the visible feature in a wooded area).

To preserve the Downtown streetscape, the Shade Tree subcommittee of the Conservation Commission should be reinstated. The subcommittee could inventory shade trees' location, species and condition and identify maintenance and replacement needs.

Preserve Farmland and Farms

Winchester should continue to seek ways to support local agriculture, such as by promoting local farmers' markets and other "farmland infrastructure" resources. The Town should also encourage sustainable farming practices and educate owners/lessees of active farmlands as to the environmental impacts of their land management practices.

The Town should continue to encourage participation in the PA-490 farm assessment program. Property owners who rent their farmland to others for agricultural purposes should also be encouraged to participate in the program.

Regulations could be updated to preserve farmland. For example, soil-based density regulations (see discussion under Natural Resources) could conserve agricultural land by allowing smaller lots in exchange for preserving a large portion of the site for agricultural use.

The Town should encourage the use of agricultural easements and continue to urge the State to acquire agricultural easements (including purchase of development rights) in Winchester.

Adopt Design Review Standards

Winchester created an Architectural Review Committee, intended to aid applicants in ensuring that their designs are in harmony with the character of the community, encourage high quality building and site design, and result in development or re-development that is compatible with the character of the community. Adherence to preservation of local historic places is considered. The Planning and Zoning Commission should consider establishing design review process standards. The Town should investigate the need for standards to apply to lighting and noise pollution.

Encourage Preservation of Historic Resources

Having an organization charged with promoting and preserving historic resources can be a tremendous asset. The Town would benefit from the establishment of a local Historic Preservation Commission. If established, it should be encouraged to contact the State Historic Preservation Office (SHPO) about participating in the Certified Local Government (CLG) program.

The CLG program in Connecticut promotes preservation of historic resources by establishing a partnership between local governments and the SHPO. In accordance with federal law, a minimum of 10 percent of Connecticut's annual federal appropriation for historic preservation is earmarked for grants to municipalities under the CLG program. The program is a model and cost-effective local, state and federal partnership that promotes historic preservation at the grassroots level. As of September 2009, 40 municipalities had applied for and received CLG status in Connecticut. This program provides grants for partial funding for historic resource inventories and other projects.

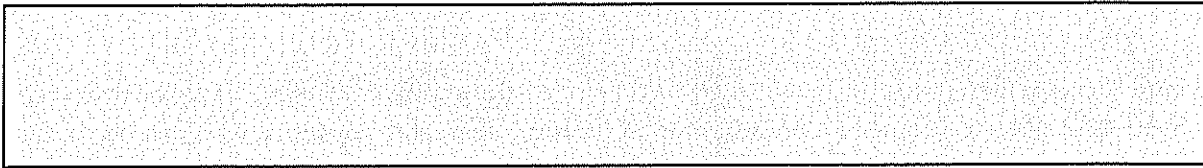
The Historic Preservation and Museum Division of the Connecticut Commission on Culture and Tourism (CCT) functions as Connecticut's SHPO. It supports programs that recognize the importance of the State's heritage and its role in enhancing the quality of life for all citizens. Supplemental Certified Local Government Grants (SCLG) may be used by municipalities that are approved by the National Park Service, U.S. Department of the Interior as Certified Local Governments. With federal funds provided by the Historic Preservation Fund of the National Park Service, CCT annually awards Historic Preservation Enhancement Grants (HPEG), small non-matching grants of up to \$2,800, to Certified Local Governments.

"Sensitive stewardship" can be the most effective strategy to preserve historic resources. This entails ownership of historic resources by people or organizations that are sensitive to the significance of the resource and are financially and emotionally committed to maintaining that resource. Sensitive stewardship should continue to be encouraged and supported. In particular, the Town should investigate ways to provide educational programs and technical assistance to owners of historic resources. A local historical society could play the lead role in this effort.

The strongest protection for historic buildings is the designation of local historic districts. These districts are established by local ordinance after recognition of their historic significance and ratification by the affected property owners. Any potential new districts that are identified and that are endorsed by property owners should be considered favorably by the Board of Selectmen.

Demolition Delay Ordinances are another regulatory tool that can aid in protecting historic resources that are slated to be torn down. A demolition delay ordinance allows up to 180 days to evaluate alternatives if a building or structure slated for demolition is found to be historically significant. Winchester may wish to consider adopting a demolition delay ordinance.

The Connecticut Trust for Historic Preservation (CTTRUST) can be used as a resource to reach preservation goals. They offer assistance, guidance and programs to those seeking to promote historic preservation and protect our cultural and architectural heritage. The CTTRUST has assembled an extensive list of resources including technical advice and financial sources.



How a community wishes to grow (“development”) is a key component of a Plan of Conservation and Development. The Conservation Chapter provided strategies for those things that should be protected in Winchester (e.g., natural resources, farms, historic resources, overall character). This chapter outlines strategies for future development – residential and business development – including what, where and how growth should occur.

COMMUNITY STRUCTURE

OVERVIEW

The physical organization of a community enhances community character and quality of life. People identify most strongly with areas that have a “sense of place.” “Villages,” “Nodes” and “Gateways” are examples of elements of a community's structure that can contribute to a sense of place. Winchester has a very distinct node – Downtown.

Winchester's community structure should be maintained and enhanced. Goals that will enhance the community structure are:

- A revitalized, mixed use, high density Downtown, anchored by an expanded retail and service presence and a broad range of multi-family housing (Downtown Planning Area). Residents throughout the Town depend upon the businesses and the municipal and cultural amenities provided Downtown, including Town Hall, churches, the post office, etc.
- A pattern of moderate to high density residential development in the urban core dominated by a diverse range of single-family owner-occupied properties (the High-Density Neighborhood Planning Area).
- A low density residential rural area characterized by green/open space preservation.

This pattern is consistent with “smart growth” principles and the Green Print approach. Maintaining this community structure enables Winchester to attract a population looking for privacy, rural historical feel, green open space, outdoor recreation that is all within immediate reach of a viable downtown.

STRATEGIES TO ENHANCE COMMUNITY STRUCTURE

Enhance Livability of the Downtown and Surrounding High Density Neighborhoods
Successful downtowns have a broad range of housing units and residents, who can patronize businesses and add vibrancy to the Downtown. Winchester is fortunate to have a large supply of housing in and near Downtown. There is an overconcentration of lower income housing and rental units and there are concerns about the upkeep of housing units. Looking at the numbers – based on 2000 census data 44% of the housing units in Winchester are in multi-unit structures. For the “downtown” area 65% are in such buildings. All 600+ “affordable housing” units are in the downtown area. Town-wide we exceed the state affordable guideline by 20% and considering that downtown represents 60% of the housing units, downtown exceeds the guideline by 100%. It will be important to diversify the housing stock and attract middle- and upper-income residents.

To attract residents, features that contribute to livability could be enhanced. Enhancements have been made, including the recent replacement of sidewalks and the addition of bricks, pavers and vintage streetlights. Additional enhancements could include:

- Providing small parks, community gardens and other gathering areas.
- Improving sidewalks and overall walkability.
- Improving building facades and overall upkeep.
- Providing adequate parking.

Encourage Redevelopment of the Vacant Mills

Old mill buildings can be a tremendous opportunity to bring new life to a Downtown. Vacant space is a challenge in that it impacts the physical appearance of the immediate area and if there are too many vacancies, of the Downtown. The mill buildings can be redeveloped for residential, professional and commercial mixed use. If renovation is not financially and structurally viable, demolition would open up a waterfront site for possible new development (residential, professional, commercial, hotel, restaurant, municipal, cultural or educational) or the creation of riverfront open space.

Enhance Gateways

Gateways provide the primary entrance and first visual impression of a community. Key gateways into Winchester include Route 800, Route 8, and Route 44. Within town, there are numerous gateways to the Downtown. Such gateways should be attractive and welcoming. Similarly, the town's websites and media presence should complement the physical gateways.

Determine Overall Redevelopment Approach

Some Downtowns see redevelopment occur on a property-by-property basis (incremental approach). In other cases, wholesale redevelopment occurs for a larger area that extends over multiple properties. There are advantages and disadvantages to each approach. The Town should determine which approach would work best in Winchester.

Redeveloping Downtown – Incremental or Comprehensive Approach?		
	Incremental	Comprehensive
Advantages	<ul style="list-style-type: none"> • May be partially self-financing enhancement in property values justifies further investment • Might reduce upfront capital needs • Does not necessarily require cooperation between property owners • May be less risky than large-scale development • May avoid monotony because not designed / developed by one entity 	<ul style="list-style-type: none"> • Coherent design • Coherent implementation • Easier to ensure compatibility with nearby properties and larger area • Facilitates planning and installing infrastructure • Can create its own momentum
Disadvantages	<ul style="list-style-type: none"> • Progress might seem slow • May take years to see substantial progress 	<ul style="list-style-type: none"> • Requires enormous political will • Requires support of community • Property owners must cooperate and work together • Can require large investments

RESIDENTIAL PATTERNS AND HOUSING

OVERVIEW

Overall, it is anticipated that Winchester will remain a community with low density residential patterns throughout much of the Town and a core of higher density housing in and near the Downtown area. This overall pattern can help protect the many natural resources in the Town while also providing a customer base for the Downtown.

Diversity in the housing stock is an important theme in this Plan. While single-family houses will still remain attractive to many buyers, an aging population may drive demand for smaller, centrally located units. Winchester currently provides options for older residents at the Winchester Housing Authority properties, the Willow Street Apartments and the Spencer Hill Apartments. Other options are available throughout the region. Winchester's housing stock in the Downtown and High-Density neighborhoods can continue to meet needs and demands of the senior population and also attract a more balanced demographic.

STRATEGIES FOR RESIDENTIAL DEVELOPMENT

Maintain Lower Densities in the Lakes District

Present development is sparse except for the shoreline around Highland Lake and part of Park Pond. It is primarily composed of single-family residences with a wide variety of vintages, sizes and styles. Property owners are a mix of long-time year-round residents and out-of-town weekenders/seasonal homeowners for whom Winchester is a second home.

The intent in this area is to generally maintain low densities that are consistent with the conservation goals. As discussed in Chapter 6, the Town should develop soil-based density regulations for residential zones. This approach would relate densities to the capacity of the land. Specific recommendations regarding minimum lot sizes and net acreage are discussed earlier.

This area would not be appropriate for higher density and/or multi-family due to natural resource constraints, lack of public water and sewer and the overall desired land use patterns for the Town.

Enhance the Shoreline Neighborhoods

The residential land use patterns around the developed shoreline area around Highland Lake and a portion of Park Pond are different from the Lakes District. These areas are densely developed on small lots that were platted many years ago as single-family lots. Preserving vacant town-owned lots as open space (see Chapter 6) and addressing parking (see Chapter 8) can help enhance these areas.

Determine Appropriate Densities and Patterns for the Northern and Eastern Winchester

Residential development in this area has largely been unplanned. It has followed Route 44 northward and westward from Colebrook to Norfolk. Development is limited and composed almost exclusively of single-family residences with a wide variety of vintages, size and style predominantly in better than average condition with isolated instances of neglect. The planning area attracts both to long standing year-round residents and an increased number of out-of-town weekenders.

While major residential developments have not been contemplated in this area, development pressure in Litchfield County has increased; the Town should take a proactive approach in determining appropriate patterns and densities. Since residents here provide a customer base to Downtown, this area creates an excellent opportunity to reinforce and revitalize Downtown. It is not anticipated that public water or sewer would be extended to this area. Development should be sensitive to conserving natural resources, as outlined in Chapter 6. Specific recommendations regarding minimum lot sizes and net acreage are discussed earlier.

When the opportunity arises to provide for an isolated area of higher density development, it should be considered only to the extent that it fits with the visual character and topographical landscape.

Enhance the Housing Stock Downtown and Attract Median and Higher Income Households

As discussed earlier, housing Downtown is characterized by many small rental units that are predominantly of poor quality. As a result of these housing patterns, there is a concentration of transient and socio-economically disadvantaged residents here. Conversely, there is a gap in larger and more upscale housing, which could provide a customer base for Downtown businesses. There is also a lack in housing for NWCC students in the Downtown. Having a range of housing types and sizes in the Downtown is a key element of a smart growth approach and will help revitalize the area.

The goals for housing in the Downtown are to attract median and upper income residents and a mixture of younger and older residents; to improve the appearance of residential areas; to address parking issues; improve public transit; and to provide neighborhood amenities such as parks and green space. Redevelopment of industrial sites in the Downtown (and Downtown neighborhoods) could help to achieve these goals. Other improvements

proposed for the Downtown, as discussed elsewhere, are also critical to making the Downtown a more attractive and livable community.

As discussed under “Community Structure”, the Town will need to examine whether an incremental approach or wholesale redevelopment is the most appropriate strategy for achieving the goals for Downtown.

Possible actions to revitalize the housing stock in Downtown could include:

- Provide incentives for developers and property owners through zoning regulations, tax abatements, loan programs and / or public policy.
- Encourage the conversion of rental, multi-family structures to owner-occupied, single-family houses.

Actions to provide student units in the proximity of the community college, upscale units aimed at young professionals, and units designed for the older residents include:

- Redeveloping vacant buildings and mill buildings.
- Allowing more diverse housing options such as apartments in mixed use buildings.
- Permitting condominiums or congregate housing developments, assisted living facilities, or skilled nursing facilities in appropriate locations through the special permit process. Such developments should be compatible with the character of the area and in appropriate locations such as on an arterial or collector road in or near the Downtown.

The Zoning Regulations should be revised to promote and support these goals.

Enhance the High-Density Downtown Neighborhoods

The housing stock in the High-Density Downtown Neighborhoods tends to increase in size and quality compared to the Downtown. This area is also home to much of the Town’s affordable housing. However, access to services and amenities in the Downtown may not be optimal. The goals for this area are to retain a moderate to high density residential core that can provide an active and loyal civic and customer base; to maintain a broad range of housing types for all stages in life; to attract single-family owner occupancy; and to ensure that market and subsidized housing are integrated.

Strategies to achieve these goals include:

- Create fiscal incentives to upgrade properties
- Create disincentives for additional conversions of single-family houses to multifamily units
- Preserve the varied characteristics and feel of the individual neighborhoods
- Enhance open space (see Chapter 6)
- Improve parking so that cars do not park in front and side yards
- Encourage the dispersal of affordable and senior housing and ensure that any expansion of subsidized housing coincides with the expansion in market housing (The housing stock is currently unbalanced, with an overemphasis on lower income and subsidized housing. The Town should strive to have a mixture of income levels.)
- Improve walkability and transit, as discussed in Chapter 8
- Update zoning to allow limited higher density and multi-family on a case-by-case basis

Additional higher density residential development or the expansion of the mixed-use pattern of development should occur only to the extent that Downtown is fully built-out and occupied, or in conjunction with related development in the Downtown. In any case, it should occur only in those areas closest to Downtown amenities and where access to green space and parking is available.

Strengthen Neighborhood Identity Downtown and in the High-Density Downtown Neighborhoods

Having distinct and definable neighborhoods can attract homeowners and instill pride. Small improvements such as creating landscape neighborhood gateways with signage that identifies the neighborhood are small steps that can help build identity.

A second way to strengthen neighborhood pride is to identify neighborhood leaders who can organize gatherings and other events to build neighborhood camaraderie.

Maintain Residential Areas in Route 8 / 800 Corridor

This area contains some residential development. It is expected that current residential zoning will be maintained but with the adoption of additional natural resource protection measures (e.g., soil-based zoning as discussed in Chapter 6).

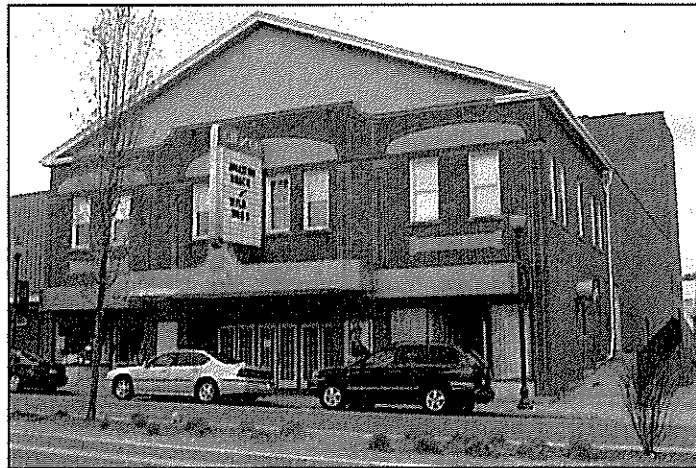
BUSINESS DEVELOPMENT

OVERVIEW

Business development contributes to the tax base, provides jobs, and provides goods and services.

Downtown is the hub of business activity in Winchester. Commercial establishments there include restaurants, a brewery, convenience stores, a pharmacy, hardware stores, antique shops, marine storage/repair businesses, construction businesses, a movie theater, and a jewelry store. Professional services include legal, insurance, accounting and banks. Redevelopment has been undertaken on several former mill buildings. Vacant storefronts remain a concern. The major Downtown artery runs alongside an uninterrupted stretch of some repurposed and some empty mill buildings. While it was previously been challenging to attract investors and median or upper income residents to Downtown, the coronavirus pandemic has steered investors to our area.

However, there are many assets in or near Downtown that can be capitalized upon. Assets include varied recreational opportunities, including improved walkability with trails and amenities that draw visitors (the Gilson Theater and Café, a health food store, etc.). The American Mural Project and Whiting Mills hold promise for enhanced tourist attraction. The Northwestern Connecticut Community College expansion of its Main Street campus is also a



tremendous asset to both Downtown and the Town as a whole. Improvements underway for the reconstruction of Whiting Street will function to alleviate pedestrian safety issues in that area and serve to continue the economic redevelopment of this area.

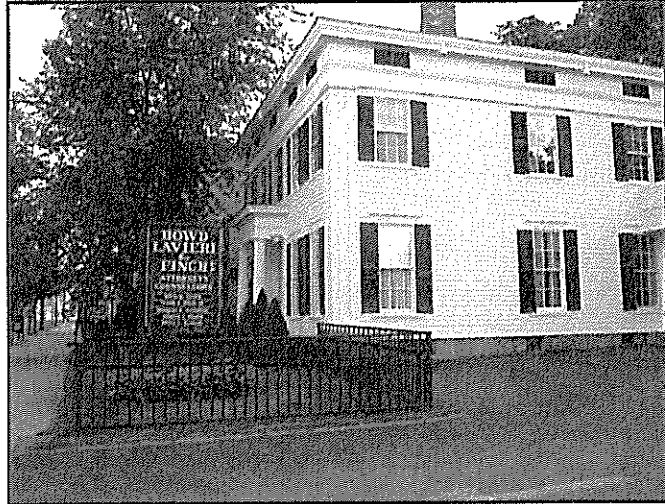
Downtown should be anchored by an expanded and stable retail, professional and service presence that is characteristic of Litchfield County's small, rural towns and serves both the daily and occasional needs of Winchester, the Northwest corner and tourists. Increasing the number of mixed-use buildings is encouraged in our Town Center zone. Its revitalization is critical to achieving the Town's economic development goals.

STRATEGIES FOR BUSINESS DEVELOPMENT

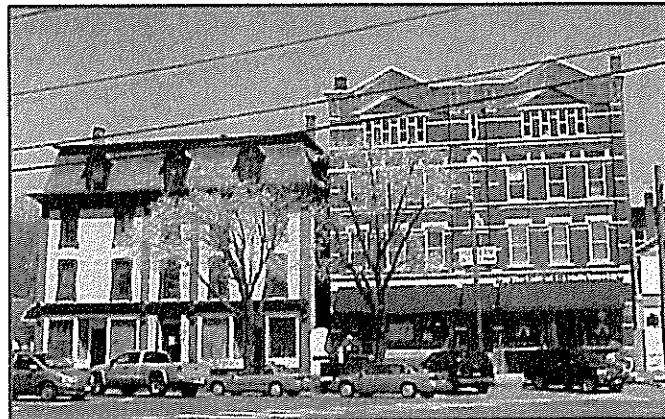
Recreate a Retail, Commercial and Professional Hub Downtown

Financial incentives, such as tax abatements and loan programs when funding is available, can help entice desirable businesses to locate Downtown. Such incentives should be reserved to broaden the range of retail, cultural, and professional offerings.

Some communities promote space for businesses. The Town could consider promoting starter-space (incubator space) for offices and commercial and professional businesses through modifications of the Zoning Regulations. This approach is analogous to the industrial parks Winchester has historically invested in. The Town of Winchester supports active participation in the Northwestern Connecticut Comprehensive Economic Development Strategy (CEDS) Process.



The Town of Winchester also supports the establishment of a state-recognized Economic Development District for the 20-town service area of the Northwestern Connecticut Economic Development Corporation.



Use Green Print Brand to Attract Niche Businesses

The Town's Green Print philosophy can be a powerful marketing tool. Both green professionals (consultants, architects, engineers, builders etc.) and individual business owners with an interest in green issues could create a viable niche to attract a green clientele.

Draw Residents Downtown

Bringing more residents downtown can benefit businesses. Promotion can entail physical improvements such as providing clear, attractive signage visible to both pedestrians and motorists to holding and publicizing events that draw residents to the Downtown.

Ways to publicize events and activities include updating websites for Town, Friends of Main Street and schools; increasing circulation of the Winsted Journal; publicizing local access cable TV; developing municipal public relations media; and other methods.

Allow Small Scale Retail in the High-Density Downtown Neighborhoods

Small scale retail opportunities should be considered in the High-Density Downtown Neighborhoods provided such uses do not impact traffic nor compete with Downtown businesses. Allowing small scale retail can re-introduce the corner store or coffee shop, promote a neighborhood feel, and reduce reliance on vehicles for basic errands (thereby easing traffic issues on connectors between here and downtown).

Continue to Explore Opportunities for Industrial Expansion in the Route 8 / 800 Corridor

There is a 40-acre parcel of town-owned land in the northern portion of the Route 8/800 corridor that has the potential to support a small industrial park. As discussed above, this area is served by water and sewer. In addition to the tax advantages created by the Enterprise Zone the town should consider additional tax incentives to further encourage industrial and commercial development in that area.

GREEN / SUSTAINABLE BUILDINGS

OVERVIEW

The built environment has a profound impact on our natural environment, economy, health and productivity. More and more businesses and homeowners are employing energy conservation measures as a cost savings measure and, often, to do their part in reducing energy consumption. Communities can take steps to encourage the private sector to reduce energy consumption and to facilitate the use of alternative energy sources. Other practices that reduce the overall environmental impact of new development are also becoming more commonplace.

STRATEGIES FOR PROMOTING GREEN DEVELOPMENT

Facilitate the Use of Alternative Energy Sources

Alternative energy sources can include non-structural approaches (such as passive solar or passive shade tree cooling) or structural approaches (solar panels, small scale wind, hydro power, etc.).

Encourage Developers to Meet Green Building Standards

The Town should encourage new development to use sustainable materials, energy and water conservation methods to reduce environmental impacts, but also to help achieve Winchester's Green Print vision. The Town could also adopt sustainable land/energy/resource management practices for new construction and renovation of existing housing. In addition to the energy conservation measures discussed above, practices could include water recycling, grey water systems, and the use of recycled or energy efficient building materials.

The Town also should look into requiring that all subdivisions of five or more parcels be designed, constructed and managed to LEED standards. Through its Leadership in Environmental and Energy Design (LEED) certification programs, the U.S. Green Building Council (USGBC) is transforming the built environment. The green building movement offers an unprecedented opportunity to respond to challenges of our time, including global climate change, dependence on unsustainable and expensive sources of energy and threats to human health. The work of innovative building and planning professionals is a fundamental driving force in the green development movement. Such leadership is a critical component to achieving USGBC's mission of sustainable built environment for all within a generation.

LEED for Neighborhood Development (LEED ND) is the latest LEED certification to be released (2010). Since 1998, as LEED has evolved and matured, the program has taken on new initiatives. In addition to a rating system specifically devoted to building operational and maintenance issues (LEED for Existing Buildings), LEED addresses the different project development and delivery processes that exist in the U.S. building design and construction

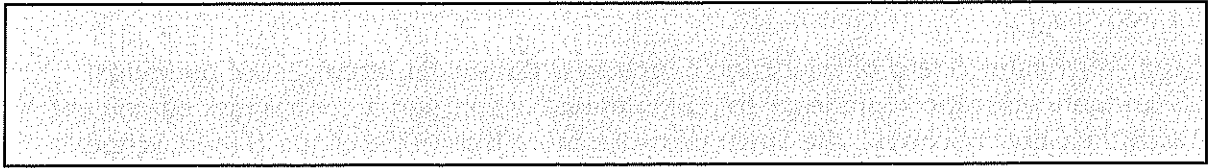
market, through rating systems for specific building typologies, sectors and project scopes, including LEED for:

- Existing Buildings
- Core & Shell
- New Construction
- Schools
- Retail
- Healthcare
- Homes
- Commercial Interiors

Land use and neighborhood design patterns create a particular physical reality and compel behaviors that have a significant effect on the environmental performance of a given place. Green neighborhood developments are beneficial to the community and the individuals as well as the environment. The character of a neighborhood, including its streets, homes, workplaces, shops and public spaces, significantly affects the quality of life. Green neighborhood developments enable a wide variety of residents to be part of a community by including housing of varying types and price ranges. Green developments respect historical resources and the existing community fabric; they preserve open space and encourage access to parks.

The USGBC, the Congress for New Urbanism (CNU) and the Natural Resources Defense Council (NRDC) have come together to develop a rating system for neighborhood planning and development, based on the combined principles of smart growth, New Urbanism, and green infrastructure and building. The goal of this partnership is to establish a national leadership standard for assessing and rewarding environmentally superior green neighborhood development practices within the framework of the LEED Green Building Rating System.

The NWCC might be a resource for educating the public on cutting edge green building systems.



This Chapter examines strategies for community facilities, transportation and utilities. These are the underlying elements of Winchester's infrastructure.

Community facilities include town buildings and facilities needed to provide services to residents, businesses, and property owners, ranging from emergency services to schools to town administration. Transportation includes not only roadways, but also transit and facilities for bicyclists and pedestrians. Utilities include piped utilities (public water, public sewer, storm water and natural gas), wired utilities (electric and cable), and wireless utilities (cellular communications).

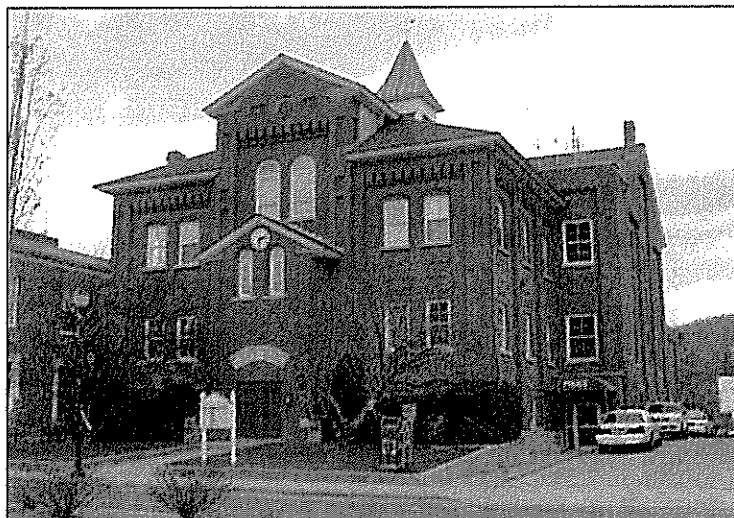
COMMUNITY FACILITIES

OVERVIEW

Town Administration, Services and Public Safety

The Downtown functions as the center of town government with the Town Hall, Police Department and municipal services of Fire Department, Ambulance Service and Post Office located on this 2-mile-long corridor.

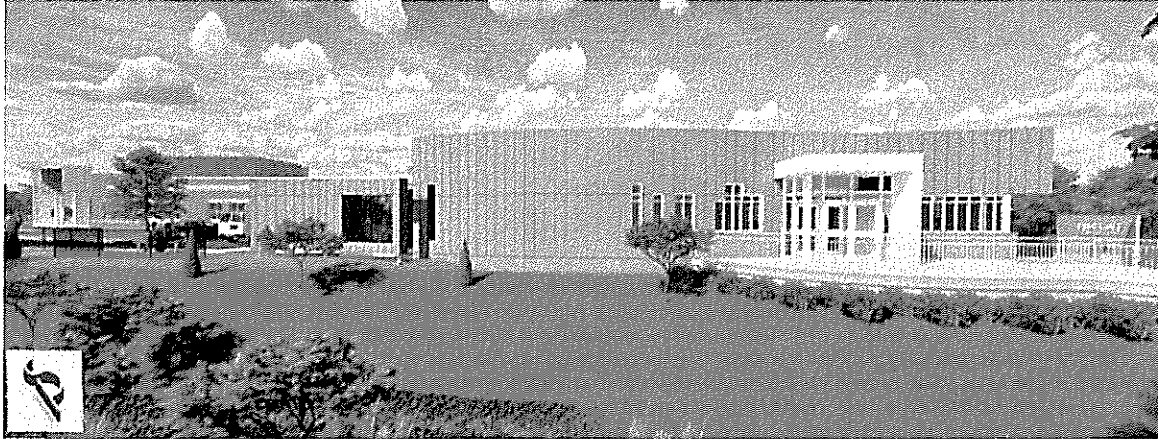
Green practices can also be introduced into municipal facilities and operations from facility management to waste operations.



Public Schools

The Winchester Board of Education oversees programs in three school buildings. Secondary education (grades 9 to 12) is provided through a contractual agreement with the Gilbert School. The Town provides more than 97% of the Gilbert School's operating capital. The Winchester public school system had previously reconfigured the schools from neighborhood-based schools to a community-based system. The Hinsdale School, built in 1950, was closed in 2016 by a state-appointed administrator who cited ongoing problems, such as mold and a declining student enrollment. In 2017, the Board of Education reevaluated the school buildings to determine which facility would best meet the needs of the school district. Much research was undertaken to consider renovations to either Batcheller School on Pratt Street or the Hinsdale School. After many meetings with community stakeholders, the Board of Education found Hinsdale School to have more usable acreage for instruction, preferred its location in the local neighborhood and its proximity to other schools lending itself to safer walkability, more opportunity for future expansion, and more spacious classrooms.

The Hinsdale School renovations are expected to be completed by the fall of 2022. Having a high-quality public school system remains critical for attracting businesses to Winchester and enhancing the overall quality of life. A strategic process is imperative in order to provide our town with a new municipal and educational infrastructure that will efficiently serve our students and people of the town.



Non-Municipal Community Facilities

In addition to town facilities, there are many cultural and social amenities in Winchester. Many are located Downtown, including the YMCA, the Elks Club, IORM, the Northwestern Connecticut Community College (NWCC), Beardsley Library, Winchester Historical Society (Rockwell House), and the Winsted Day Care Center.

A new era of healthcare began in early 2021, during the coronavirus pandemic, for Winsted and surrounding towns in northwest Connecticut with the opening of Hartford HealthCare's new, state-of-the-art healthcare center. At the corner of routes 8 and 44 in Winsted, this new 30000 square-foot facility features an Emergency Room with a LIFESTAR landing pad and a wide range of Primary and Specialty Care services, includes mammography, occupational and physical therapy, cardiology and cardiac rehabilitation, podiatry, OB/GYN services as well as blood draw.

The promotion and expansion of medical care and service access is vital to Winchester and will remain a goal.



STRATEGIES FOR COMMUNITY FACILITIES

Seek to Upgrade and Improve Community Facilities.

The Town should continue to address capital needs as they arise and as funding permits.

Integrate Green Practices into Town Facilities and Operations.

Actions to integrate green practices include developing a municipal energy use and conservation plan and developing a waste management plan.

Support Non-Municipal Community Facilities in Winchester

The many non-municipal facilities provide invaluable benefits to residents. The Town should encourage their continued presence and operation in the community. The Town should continue to support the provision of health services at the Winsted Health Center Site.

TRANSPORTATION

OVERVIEW

A community's transportation system should support the mobility of residents and workers and also support the desired land use patterns. A transportation system includes roads and parking facilities, public transit, and pedestrian and bicycle facilities. The Northwest CT Transit District provides services to the Town of Winchester. Exploring the feasibility of enhancing the existing services is a recommendation of this plan.

Route 44 is a major regional roadway which crosses through Downtown Winchester. The road plays an important role in connecting the Town to the region but is also Winchester's "Main Street". This four-lane highway is not conducive for residents or tourists to stop and patronize the businesses, restaurants, and cultural venues. Instead, it divides the Town and has made Winchester a "pass through" town for people other than residents. Also, there is limited on-street and off-street parking Downtown, no covered parking and inadequate signage to locate parking areas. Addressing speeds and overall Downtown circulation, including parking, will be important components in revitalizing Downtown.

Walking should be a viable way of getting around within Downtown and between Downtown and nearby neighborhoods. Addressing issues related to Route 44 can help improve real and perceived safety issues for pedestrians. Finally, public transit could play an important role in strengthening the Downtown.

The High-Density Downtown Neighborhoods suffer from inadequate parking, especially in context of steep slopes and a number of narrow winding streets. Parking is also an issue at Highland Lake. There is insufficient parking around the Lake, due to the narrow perimeter road and lack of parking space available on small lots. The situation is especially a problem with increased seasonal traffic. Also, there are many undocumented paper and unpaved roads and a lack of accurate survey monumentation for parcels around Highland Lake.

Chapter 6 discussed the importance of retaining the character of rural roads in the Town. In addition to the strategies discussed in that chapter, it is important to recognize that many of these rural roads are not well suited for a significant increase in traffic. Future land use patterns should reflect that limitation. Furthermore, future subdivisions must provide roadways of sufficient quality to meet safety requirements while still respecting the character of the area.

STRATEGIES FOR TRANSPORTATION

Capital Improvement Plan.

While the Town of Winchester has completed a town-wide road survey assessment, a Capital Improvement Plan should be developed and implemented for improvements to the arterial, collector and local roads.

Address Parking, Circulation and the Dual Role of Route 44 as State Highway and Main Street.

Traffic must be more effectively regulated for efficient flow and safe speed. The Town should work with the State to determine options to meet the State's needs for this regional roadway while also meeting the needs of the Downtown.

Parking should be better defined through a demarcation program so that spots are clearly striped and recognizable. Parking for residents who live Downtown as well as patrons to businesses, religious institutions, government services, professional services and tourism destinations in our town center should continue to be focus of future planning.

Improve the Pedestrian-Friendliness of Downtown.

Pedestrian-friendliness should be improved so that Downtown is more convenient, safe and attractive to residents and tourists. The Town should explore the possibility of creating pedestrian friendly zones, potentially converting town roads to pedestrian/bike access, eliminating street parking to widen sidewalks and using landscaping and architectural features (varied height and façade style, varied path width, landscape type, paver type) to improve the pedestrian-friendliness of the built environment. Improvements to Route 44 should keep the pedestrian in mind (e.g., provision of crosswalks).

Property owners in the vicinity of our public schools should be encouraged to update/improve sidewalks for our student-walkers. A program wherein the Town subsidizes those improvements should be explored and considered.

Explore the Potential for Improved Public Transportation.

The Town should explore the feasibility of providing public transportation above and beyond that provided by the Northwestern CT Transit District.

Ensure that New Subdivision Roadways Respect Character and Meet Safety Requirements.

See Chapter 6 for specific strategies. The Town's road specifications should be updated to reflect these goals.

Address Parking in the High-Density Residential Area.

Vacant lots might provide opportunities for parking (along with open space, as discussed in Chapter 6). The Town should make a commitment to improving parking resources in this neighborhood to reduce the need to park cars in front yards.

UTILITIES

OVERVIEW

Sewer service is currently provided in the Downtown and in parts of the Route 8 / 800 corridor and Highland Lake. There are no plans to extend water and sewer services to rural areas of the Town.

According to information provided by the Sewer and Water Commission, there appears to be adequate water and sewer capacity:

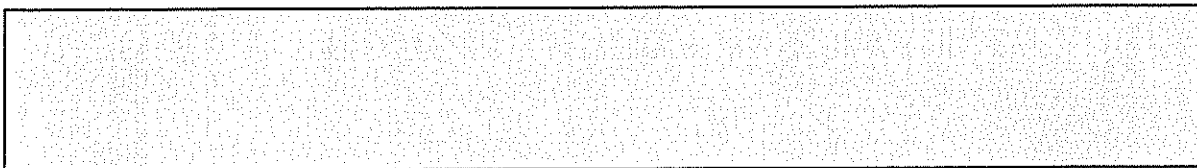
Water and Sewer Capacity		
	Capacity (gallons / day)	Actual Use (gallons / day)
Water System	3 million	1 million
Sewer System	3.2 million	1 million

Issues related to other utilities, such as wireless communications, natural gas and electrical service have not been identified.

STRATEGIES FOR UTILITIES

Maintain Adequate Water and Sewer Service in Service Areas.

The Town should continue to ensure adequate service in these areas and continue to expand the user base within their sewer service areas.



This Chapter summarizes the future land uses for each planning area and then discusses consistency with State Plan and Regional Plan.

FUTURE LAND USE SUMMARY

- **Lakes District** – Maintain as a low-density residential area with enhanced protection of environmental features and continued open space preservation.
- **Northern and Eastern Winchester** – Maintain as a low-density residential area with enhanced protection of environmental features and continued open space preservation. In limited cases, areas of higher density residential development might be appropriate.
- **Downtown** – Higher density, mixed use Downtown with open space integrated throughout.
- **High Density Downtown Neighborhoods** – Moderate to high density core with neighborhood scale open spaces and limited neighborhood retail.
- **Route 8 / 800 Corridor** – Industrial and commercial uses in the northern portion, recreation and open space in southern portion, with residential uses.

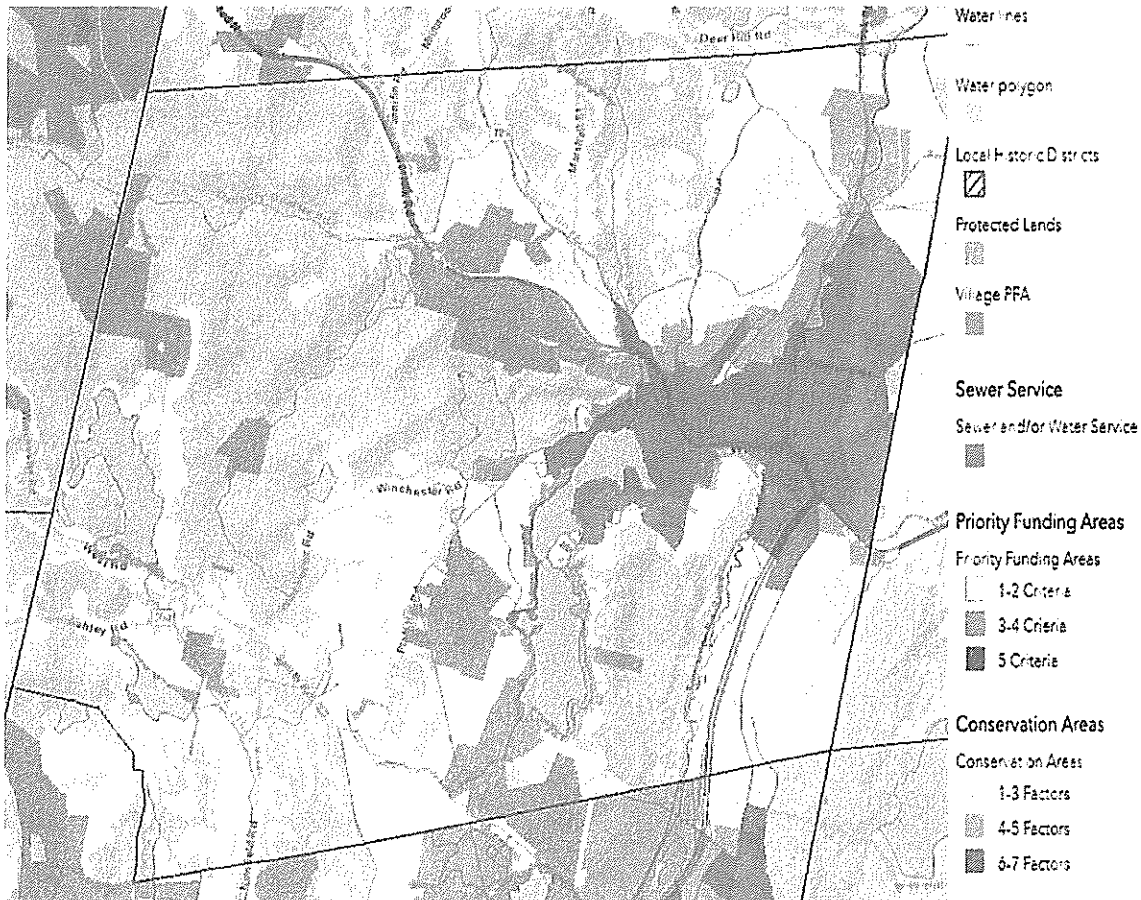
CONSISTENCY WITH STATE AND REGIONAL PLANS AND POLICIES

In accordance with Connecticut General Statutes Section 8-23, the Winchester POCD was compared to:

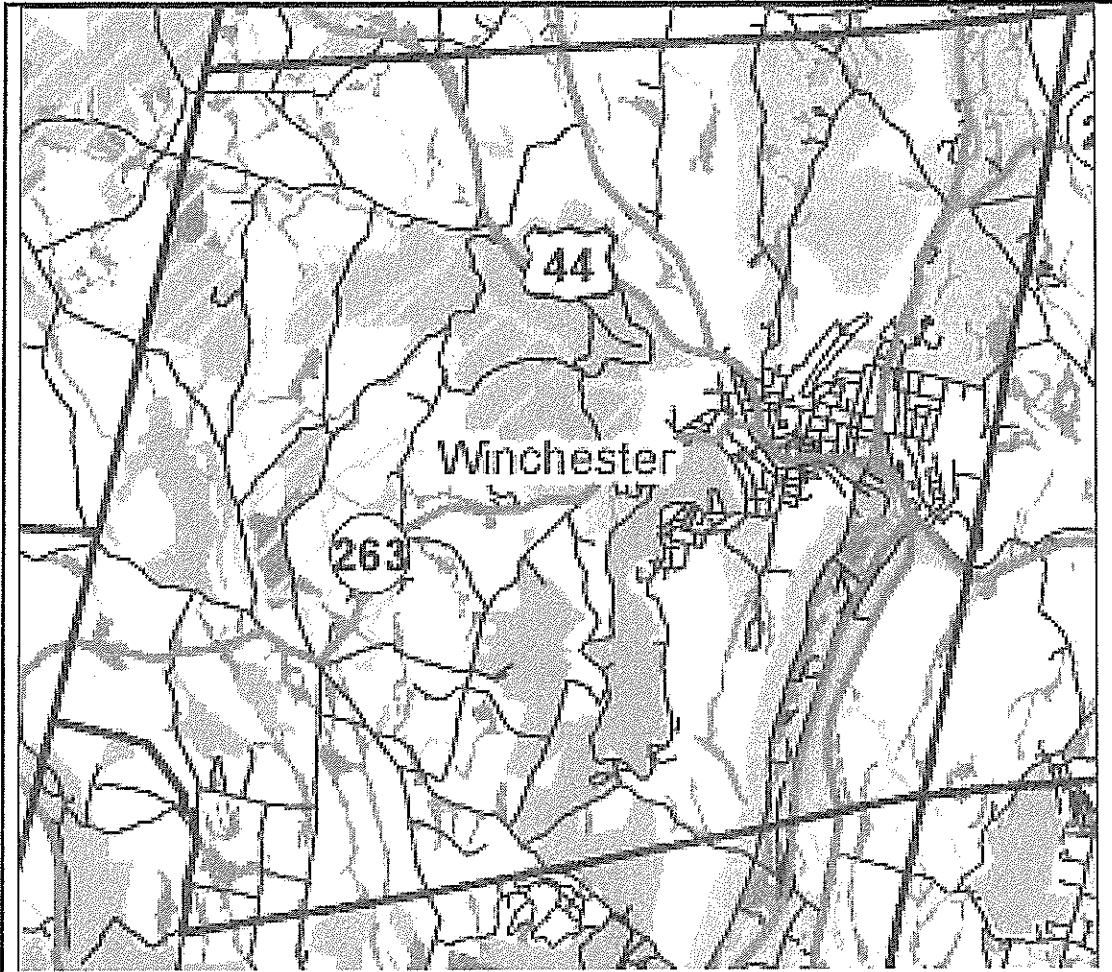
- 2013 Conservation and Development Policies Plan for Connecticut.
- Regional Plan of Conservation and Development (prepared by the Litchfield Hills Council of Elected Officials); and,
- State Growth Principles.

REGIONAL AND STATE PLAN MAPS

The Winchester POCD is generally consistent with the state and regional plan maps in that POCD encourages that future growth is targeted to the Downtown and that outlying rural areas remain at lower densities in order to protect natural resources and preserve character (Please note that the map legend applies to the entire state; not all area in legend is found in Winchester).






Regional Plan Map






Legend



Central Areas to be Served with Public Sewer & Water Utilities








-  Regional Center
-  Village Centers and Established Neighborhoods
-  Primary Growth Area

Outlying Areas That Should Generally Develop Without Public Sewer or Water Utilities

-  Rural Community Centers
-  Low Density Residential Areas*
-  Rural Areas**

Areas Without Development

-  Existing Preserved Open Space
-  Preservation Areas

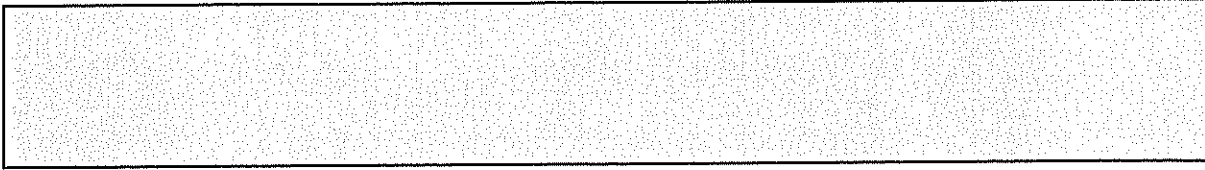
-  LHCEO Town Boundaries
-  Major Roads
-  Local Roads
-  Water
-  Historic Districts
-  Aquifer Protection Areas
-  Public Water Supply Watersheds***

* Minimum lot size < 80,000 square feet per dwelling unit.
 ** Minimum lot size >= 80,000 square feet per dwelling unit
 *** Both existing and proposed.

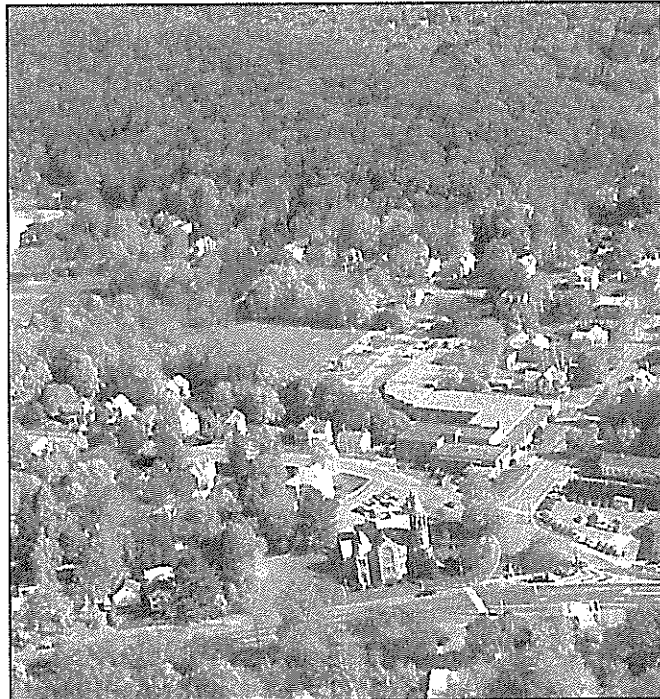
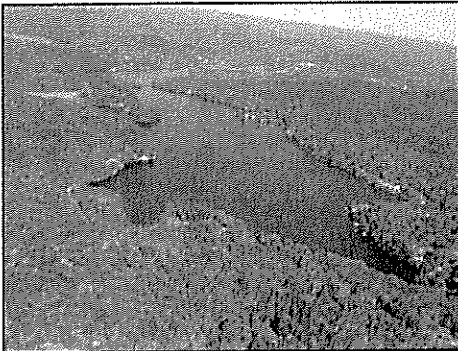
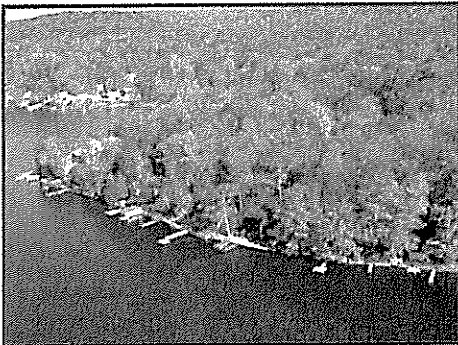
STATE GROWTH PRINCIPLES

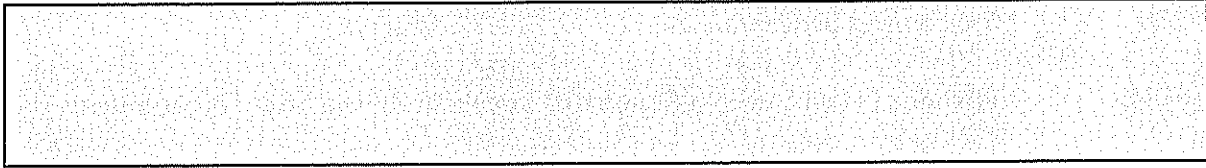
The Winchester Plan of Conservation and Development has been evaluated for consistency with the six State Growth Principles.

State Growth Principle	Winchester POCD
<p>Principle 1 - Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure.</p>	<p>FINDING - Consistent The Winchester POCD supports the continuation of Downtown as a hub of activity. Growth is guided to areas with existing water, sewer and transportation infrastructure.</p>
<p>Principle 2 - Expansion of housing opportunities and design choices to accommodate a variety of household types and needs.</p>	<p>FINDING - Consistent The POCD promotes housing options and choices particularly through upgrades and redevelopment in Downtown and surrounding higher-density neighborhoods.</p>
<p>Principle 3 - Concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse.</p>	<p>FINDING - Consistent The POCD encourages business development in appropriate areas such as Downtown, which is along the Route 44 corridor.</p>
<p>Principle 4 - Conservation and restoration of the natural environment, cultural and historical resources and existing farmlands.</p>	<p>FINDING - Consistent The POCD provides strategies to protect natural resources, preserve open space, protect farms, and preserve community character, including historical resources.</p>
<p>Principle 5 - Protection of environmental assets critical to public health and safety.</p>	<p>FINDING - Consistent The POCD provides strategies for protecting natural resources, particularly water resources, in addition to other environmental assets.</p>
<p>Principle 6 - Integration of planning across all levels of government to address issues on a local, regional and state-wide basis.</p>	<p>FINDING - Consistent The POCD stresses the importance of working regionally and with the state on issues such as watershed protection.</p>



The intent of this POCD was to update the 2011 plan of development as required by Connecticut State statute and to weave conservation into the fabric of this new plan. Additionally, the Subcommittee wanted to create a user-friendly document that is consistent with the POCD vision statement and would be embraced by the Town's citizenry. It is hoped that this POCD will be continuously updated to meet the ever-changing conditions of an evolving town and to address the inevitable unintended consequences of our best intentions.





- Notes: Winchester = Town of Winchester/City of Winsted
Connecticut = State of Connecticut
- BMP Best Management Practices
- BOE Winchester Board of Education
- BOS Winchester Board of Selectmen
- CC Winchester Conservation Commission
- CCT Connecticut Commission on Culture & Tourism
- CERC Connecticut Economic Resource Center
- CHFA Connecticut Housing Finance Authority, a mortgage assistance program
- CLG Certified Local Government, a program that allows local governments to strengthen their local preservation efforts.
- CNU Congress for the New Urbanism
- CATTRUST Connecticut Trust for Historic Preservation offers assistance, guidance and programs to those seeking to promote historic preservation and protect our cultural and architectural heritage.
- DECD Connecticut Department of Economic and Community Development
- DEP, CT DEP Connecticut Department of Environmental Protection
- DOT Connecticut Department of Transportation
- DPW Winchester Department of Public Works
- EC Winchester Environmental Commission
- EDC Winchester Economic Development Commission

E&S	Erosion and Sedimentation
FOMS	Friends of Main Street, a designated Connecticut Main Street organization
GPC	Green Print Committee
HABS/HAER	Library of Congress' Historic American Buildings Survey
HLWA	Highland Lake Watershed Association
HPEG	Historic Preservation Enhancement Grants
HUD	U.S Department of Housing and Urban Development
IWCC	Winchester Inland Wetlands Conservation Commission
LEED	Leadership in Environmental and Energy Design, a certification program administered by the U.S. Green Building Council (USGBC).
LEED ND	LEED for Neighborhood Development
LID	Low Impact Design/Development
NCD	Connecticut Northwest Conservation District
NRDC	Natural Resources Defense Council
NRHP	National Register of Historic Places
NRI	Natural Resources Inventory, prepared by the Town of Winchester Conservation Commission, 2009.
NWCC	Northwestern Connecticut Community College
OSC	Winchester Open Space Committee
PA 490	Public Act 490, reduces tax assessments on farm and forest land
POCD	Plan of Conservation and Development (aka "Plan").
P&Z	Winchester Planning & Zoning Commission
RA	Redevelopment Authority
RoHS	Restriction of Hazardous Substances

RRDD1	Regional Refuse Disposal District One
SCLG	Supplemental Certified Local Government Grants
SHPO	State Historic Preservation Office, Connecticut Commission on Culture & Tourism's (CCT) Historic Preservation & Museum Division functions under state and federal law as Connecticut's SHPO
TAHD	Torrington Area Health District
USGBC	U.S. Green Building Council, a balanced consensus-based nonprofit with more than 20,000 member companies and organizations representing the entire building industry.
WHA	Winchester Housing Authority
WHC	Winsted Health Center
WHPC	Winchester Historic Preservation Commission
WHS	Winchester Historical Society
WLT	Winchester Land Trust
ZBA	Winchester Zoning Board of Appeals

BOARD OF SELECTMEN ACTION REQUEST

No.: 21-52

Date: August 2, 2021

Topic:

Old Business (B)- Amendment of Ordinance Sec. 43,

From: Joshua Kelly, Town Manager

Background: Winchester Chief of Police, recommended amending the current ordinances Sec. 43, The amended ordinance changes to Sec. 43 will have to be published to the public for the 2-week period required.

Requested Action: The Board of Selectmen should, if desired, approve to amend Town of Winchester Ordinance Sec. 43.

Fiscal Implications: none.

Manager's Recommendation: I recommend that the Board of Selectmen approve to notice the proposed changes to Ordinance Sec. 43


Recommended Motion: I move that the Board of Selectmen approved the amendments to ordinance Sec. 43.


Attachments:

Proposed changes to ordinances Sec 43.

Step for Amending or Repealing By-Laws/Ordinances

STEPS FOR AMENDING, ADOPTING OR REPEALING BY-LAWS/ORDINANCES:

 Step 1: The Board of Selectmen must discuss at a public meeting – as an agenda item – and agree that the ordinance needs to be created, amended or repealed. This often will then go to the Town Attorney for his draft, opinion or research.

 Step 2: The item must then be noticed for two (2) weeks prior to the Board of Selectmen meeting as a **Notice of Intent**. This must be published on the Town of Winchester web site under legal notices, two (2) weeks in a row before action on the ordinance takes place with the date of the meeting at which the Board of Selectmen intend to amend, adopt or repeal the ordinance at.

Step 3: The Board of Selectmen meeting takes place. If the Board of Selectmen agree to amend, adopt or repeal the ordinance it then goes to Step 4.

Step 4: The ordinance book must be updated.

Step 5: The amended ordinance and, if needed, an updated index, are distributed.

** This step sometimes may take a while especially if it has to go to the Town attorney for his opinion/research.

SEC. 43 OPERATION OF WATER CRAFT AT HIGHLAND LAKE
REGULATED

Be it ordained by the Board of Selectmen of the Town of Winchester, Connecticut that the following ordinance is hereby amended:

- a. No person shall operate a motorboat upon the waters of Highland Lake in violation of State Boating Safety Regulation Section 15-121-B12 and 15-121-B14(a), as amended from time to time.
- b. No personal watercraft operator, motorboat operator, or water skier, may use any Town-owned public swimming beach or park, as a staging point or a landing point for their activities at any time.
- c. No person shall operate a motorboat upon the waters of Highland Lake from one-half hour after sunset until one-half hour before sunrise at a rate of speed exceeding six miles per hour or so as to create more than minimum wake.
- d. Subject to the restrictions above, no person shall operate a motorboat upon the waters of Highland Lake on Saturday, Sunday or those days designated by law as state holidays at a speed greater than 45 MPH.
- e. On those Sundays from the Sunday preceding Memorial Day to the Sunday preceding Labor Day, inclusive, no person shall operate a motorboat upon the waters of Highland Lake at a speed in excess of 6 MPH or so as to create more than minimum wake from 5:00 P.M. until one-half hour before sunrise Monday.
- f. No person shall operate a vessel upon the waters of Highland Lake that is of a length greater than 22 feet except for pontoon boats which may not exceed a length of 30 feet.
- g. Any person who violates any provision of this Ordinance shall be fined not more than ninety dollars (\$90.00).

AS AMENDED EFFECTIVE OPERATIVE APRIL 1, 1962; AS AMENDED EFFECTIVE APRIL 1, 1987, AS AMENDED EFFECTIVE FIFTEEN (15) DAYS AFTER PUBLICATION; APPROVED BY THE BOARD OF SELECTMEN FEBRUARY 1, 1993; APPROVED BY THE DEP 4/93; PUBLISHED IN REGISTER CITIZEN APRIL 26, 1993; EFFECTIVE AS AMENDED MAY 11, 1993.

SEC. 43 OPERATION OF WATER CRAFT AT HIGHLAND LAKE
REGULATED

Be it ordained by the Board of Selectmen of the Town of Winchester, Connecticut that the following ordinance is hereby amended:

- a. Definitions: Vessel: every description of watercraft, other than a seaplane on water, used or capable of being used as a means of transportation on water. Motorboat: any watercraft fitted with propulsion machinery, whether or not such machinery is the principal source of propulsion. Examples include pontoon boats, yachts, and motorized skiffs. Personal Watercraft: A jet-driven vessel that the rider sits, kneels, stands, or lays on top of to operate; generally designed for 1-2 person use. Examples include jet skis and wave runners. Boat Livery: a business that is engaged in the commercial rental of vessels, including, but not limited to, personal watercraft and motorboats. Boating Sports: any activity that involves the pulling of a person behind a vessel, whether it be water skiing, wake boarding, wake surfing, tubing, or other related activities.
- a-b. No person shall operate a motorboat upon the waters of Highland Lake in violation of State Boating Safety Regulation Section 15-121-B12, 15-121-A15, and 15-121-B14(a), or in violation of Connecticut General Statutes (CGS) 15-140j (h), as amended from time to time.
- b-c. No personal watercraft operator, motorboat operator, or boating sport participant/water skier, may use any Town-owned public swimming beach or park, as a staging point or a landing point for their activities at any time.
- e-d. No person shall operate a motorboat upon the waters of Highland Lake from one-half hour after sunset until one-half hour before sunrise at a rate of speed exceeding six miles per hour or so as to create more than minimum wake, and any vessel on the waters of Highland Lake during said hours shall be equipped with lighting sufficient to allow other vessels to see them and avoid collisions.
- d-e. Subject to the restrictions above, no person shall operate a motorboat upon the waters of Highland Lake on Saturday, Sunday or those days designated by law as state holidays at a speed greater than 45 MPH.
- e-f. On those Sundays from the Sunday preceding Memorial Day to the Sunday preceding Labor Day, inclusive, no person shall operate a motorboat upon the waters of Highland Lake at a speed in excess of 6 MPH or so as to create more than minimum wake from 5:00 P.M. until one-half hour before sunrise Monday.
- g. No person shall operate a vessel upon the waters of Highland Lake that is of a length greater than 22 feet except for pontoon boats which may not exceed a length of 30 feet.
- h. Vessels operated on waters in the Town of Winchester shall comply with the federal and state safety and equipment requirements as outlined in Connecticut General Statutes (CGS) 15-129(a) and 15-129a, as well as in State Boating Safety Regulation Section 15-121-A17, as amended from time to time.
- i. Any person required to obtain a safe boating certificate pursuant to section 15-140e of the Connecticut General Statutes (CGS) shall have such certificate on board at all times while operating a vessel. On demand of an officer authorized to enforce the provisions of this chapter, such person shall exhibit the certificate to the officer.
- j. Any person required to obtain a certificate of personal watercraft operation pursuant to this section shall have such certificate on board at all times while operating a personal watercraft. On demand of an officer authorized to enforce the provisions of this chapter, such person shall exhibit the certificate to the officer.

- k. Any owner desiring to obtain a vessel registration number or registration decal shall apply to the Commissioner of Motor Vehicles and shall file such proof of ownership of the vessel as the commissioner may require. A certificate of number or certificate of decal, as issued by the Department of Motor Vehicles, shall be carried aboard and shall be available for inspection upon the vessel for which it is issued whenever the owner or any person authorized by him is aboard such vessel, except that the certificate of number for a vessel which is less than twenty-six feet and which is rented for noncommercial purposes for less than twenty-four hours may be retained on shore by the owner of such vessel or his agent at the place where such vessel departs or returns. If such certificate is retained on shore, a rental agreement signed by the owner or his agent and by the person renting the vessel shall be carried aboard such vessel and shall be available for inspection. Such rental agreement shall contain the vessel number which appears on the certificate of number and the length of time for which such vessel is rented.
- l. The owner of a vessel shall cause the registration number or registration decal to be displayed on each side of the vessel at the bow in such manner as the Commissioner of Energy and Environmental Protection prescribes. The number shall be maintained in a legible condition and shall be clearly visible and entirely unobscured. No number other than the registration number assigned by the State of Connecticut, or by the United States, or by another state pursuant to the provisions of the federal Boat Safety Act of 1971 shall be displayed on either side of a vessel at the bow.
- m. No person shall operate on the waters of Highland Lake a vessel which is required to be registered or numbered under state statute unless such person has a valid vessel operator license issued by the United States Coast Guard or has obtained a safe boating certificate issued by the Commissioner of Energy and Environmental Protection. No owner of a vessel shall knowingly authorize or permit a person who is less than sixteen years of age, who is required by this section to obtain a safe boating certificate issued by the Commissioner of Energy and Environmental Protection, to operate such vessel on the waters of Highland Lake without a safe boating certificate, unless such person is under the direct onboard supervision of a person who is at least eighteen years of age who has been issued a safe boating certificate and who has held such certificate for at least two years.
- n. In accordance with Connecticut General Statutes (CGS) 15-140j, any person operating a vessel other than a personal watercraft, which is rented for a period of fourteen days or less from a boat livery, need not obtain a certificate during the rental period. An owner, agent, or employee of a boat livery shall furnish to each rental customer literature on safety and rules of navigation as supplied by the commissioner.
- o. No person shall operate on the waters of Highland Lake a vessel that is required to be registered or numbered and that is engaged in water skiing, as defined in CGS section 15-127, or other boating sports unless such person: (1) Is not less than sixteen years of age, (2) has a valid vessel operator license issued by the United States Coast Guard, has obtained a safe boating certificate or certificate of personal watercraft operation issued by the Commissioner of Energy and Environmental Protection or holds a boating safety certificate from a state that has a reciprocal agreement with the commissioner pursuant to section 15-140f or 15-140j, and (3) has a safe water skiing endorsement on or accompanying such certificate that was issued by the Commissioner of Energy and Environmental Protection upon such person's completion of the safe water skiing instruction described in CGS section 15-140f. No owner of a vessel shall knowingly authorize or permit a person who is less than sixteen years of age to operate such vessel while engaged in water skiing or other

boating sports on the waters of Highland Lake. The requirements of (3) under this subsection shall not apply to any resident or person who, on or before October 1, 2015, received a valid vessel operator license issued by the United States Coast Guard, obtained a safe boating certificate or certificate of personal watercraft operation from the commissioner or held a boating safety certificate from a state that has such a reciprocal agreement with the commissioner. Nothing in this subsection shall be construed to prohibit the towing of a person or a vessel during the course of an emergency that poses a threat to human life or property.

- p. Boating sports on Highland Lake shall be prohibited between one-half hour after sunset until one-half hour before sunrise.
- q. No operator of a vessel under power shall allow any person to be on a decked-over bow of such vessel while underway unless the bow of the vessel is equipped with a handrail that encompasses the bow, and all persons on the bow are inward of such handrail. On vessels under power with open bows not decked-over, no operator shall allow any person to sit or stand on the gunwale at the bow of such vessel while underway. The provisions of this subsection shall not apply to persons in or on the bow of vessels engaged in anchoring, mooring, or docking activities and proceeding at dead slow speed.
- f.r. No operator of a vessel under power shall allow any person in or on the bow of such vessel to hang any portion of the body beyond the handrail or outside the vessel over the top of the gunwale while underway, except when proceeding at dead slow speed.
- s. Any person who violates any provision of this Ordinance shall be fined not more than ninety dollars (\$90.00), in accordance with the table below:

<u>Title</u>	<u>Fine- 1st Violation</u>	<u>Subsequent Violations</u>
<u>Failure to have required safety equipment</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Failure to have life jacket/audible signal device on paddle board, canoe, kayak watercraft.</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Failure to carry SBC/PWC while operating</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Operating PWC in excess of no wake speed within 200 ft. of shore, docks, moorings, pier, float.</u>	<u>\$25.00</u>	<u>\$100.00</u>
<u>Operating a vessel in excess of no wake speed within 100 ft. of shore, docks, mooring.</u>	<u>\$25.00</u>	<u>\$100.00</u>
<u>Failure to display vessel/PWC registration</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Allowing persons to ride in front of PWC operator</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Allowing unlicensed person to operate vessel/PWC</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Violation of quiet hours</u>	<u>\$25.00</u>	<u>\$100.00</u>
<u>Operating of vessels without lights during nighttime hours (30 min. after sunset, 30 min. before sunrise.)</u>	<u>\$25.00</u>	<u>\$100.00</u>
<u>Failure to carry registration certificate/decals on vessel/PWC while on lake.</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Waterskiing in the dark</u>	<u>\$50.00</u>	<u>\$100.00</u>
<u>Oversized vessel on Highland Lake</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Violation of Other T.O. 43 rules</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Overloading, riding on gunwales</u>	<u>\$25.00</u>	<u>\$50.00</u>
<u>Failure to provide renters with safety information</u>	<u>\$50.00</u>	<u>\$100.00</u>

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SEC. 43 OPERATION OF WATER CRAFT AT HIGHLAND LAKE
REGULATED

Be it ordained by the Board of Selectmen of the Town of Winchester, Connecticut that the following ordinance is hereby amended:

- a. Definitions: Vessel: every description of watercraft, other than a seaplane on water, used or capable of being used as a means of transportation on water. Motorboat: any watercraft fitted with propulsion machinery, whether or not such machinery is the principal source of propulsion. Examples include pontoon boats, yachts, and motorized skiffs. Personal Watercraft: A jet-driven vessel that the rider sits, kneels, stands, or lays on top of to operate; generally designed for 1-2 person use. Examples include jet skis and wave runners. Boat Livery: a business that is engaged in the commercial rental of vessels, including, but not limited to, personal watercraft and motorboats. Boating Sports: any activity that involves the pulling of a person behind a vessel, whether it be water skiing, wake boarding, wake surfing, tubing, or other related activities.
- b. No person shall operate a motorboat upon the waters of Highland Lake in violation of State Boating Safety Regulation Section 15-121-B12, 15-121-A15, and 15-121-B14(a), or in violation of Connecticut General Statutes (CGS) 15-140j (h), as amended from time to time.
- c. No personal watercraft operator, motorboat operator, or boating sport participant, may use any Town-owned public swimming beach or park, as a staging point or a landing point for their activities at any time.
- d. No person shall operate a motorboat upon the waters of Highland Lake from one-half hour after sunset until one-half hour before sunrise at a rate of speed exceeding six miles per hour or so as to create more than minimum wake, and any vessel on the waters of Highland Lake during said hours shall be equipped with lighting sufficient to allow other vessels to see them and avoid collisions.
- e. Subject to the restrictions above, no person shall operate a motorboat upon the waters of Highland Lake on Saturday, Sunday or those days designated by law as state holidays at a speed greater than 45 MPH.
- f. On those Sundays from the Sunday preceding Memorial Day to the Sunday preceding Labor Day, inclusive, no person shall operate a motorboat upon the waters of Highland Lake at a speed in excess of 6 MPH or so as to create more than minimum wake from 5:00 P.M. until one-half hour before sunrise Monday.
- g. No person shall operate a vessel upon the waters of Highland Lake that is of a length greater than 22 feet except for pontoon boats which may not exceed a length of 30 feet.
- h. Vessels operated on waters in the Town of Winchester shall comply with the federal and state safety and equipment requirements as outlined in Connecticut General Statutes (CGS) 15-129(a) and 15-129a, as well as in State Boating Safety Regulation Section 15-121-A17, as amended from time to time.
- i. Any person required to obtain a safe boating certificate pursuant to section 15-140e of the Connecticut General Statutes (CGS) shall have such certificate on board at all times while operating a vessel. On demand of an officer authorized to enforce the provisions of this chapter, such person shall exhibit the certificate to the officer.
- j. Any person required to obtain a certificate of personal watercraft operation pursuant to this section shall have such certificate on board at all times while operating a personal watercraft. On demand of an officer authorized to enforce the provisions of this chapter, such person shall exhibit the certificate to the officer.

- k. Any owner desiring to obtain a vessel registration number or registration decal shall apply to the Commissioner of Motor Vehicles and shall file such proof of ownership of the vessel as the commissioner may require. A certificate of number or certificate of decal, as issued by the Department of Motor Vehicles, shall be carried aboard and shall be available for inspection upon the vessel for which it is issued whenever the owner or any person authorized by him is aboard such vessel, except that the certificate of number for a vessel which is less than twenty-six feet and which is rented for noncommercial purposes for less than twenty-four hours may be retained on shore by the owner of such vessel or his agent at the place where such vessel departs or returns. If such certificate is retained on shore, a rental agreement signed by the owner or his agent and by the person renting the vessel shall be carried aboard such vessel and shall be available for inspection. Such rental agreement shall contain the vessel number which appears on the certificate of number and the length of time for which such vessel is rented.
- l. The owner of a vessel shall cause the registration number or registration decal to be displayed on each side of the vessel at the bow in such manner as the Commissioner of Energy and Environmental Protection prescribes. The number shall be maintained in a legible condition and shall be clearly visible and entirely unobscured. No number other than the registration number assigned by the State of Connecticut, or by the United States, or by another state pursuant to the provisions of the federal Boat Safety Act of 1971 shall be displayed on either side of a vessel at the bow.
- m. No person shall operate on the waters of Highland Lake a vessel which is required to be registered or numbered under state statute unless such person has a valid vessel operator license issued by the United States Coast Guard or has obtained a safe boating certificate issued by the Commissioner of Energy and Environmental Protection. No owner of a vessel shall knowingly authorize or permit a person who is less than sixteen years of age, who is required by this section to obtain a safe boating certificate issued by the Commissioner of Energy and Environmental Protection, to operate such vessel on the waters of Highland Lake without a safe boating certificate, unless such person is under the direct onboard supervision of a person who is at least eighteen years of age who has been issued a safe boating certificate and who has held such certificate for at least two years.
- n. In accordance with Connecticut General Statutes (CGS) 15-140j, any person operating a vessel other than a personal watercraft, which is rented for a period of fourteen days or less from a boat livery, need not obtain a certificate during the rental period. An owner, agent, or employee of a boat livery shall furnish to each rental customer literature on safety and rules of navigation as supplied by the commissioner.
- o. No person shall operate on the waters of Highland Lake a vessel that is required to be registered or numbered and that is engaged in water skiing, as defined in CGS section 15-127, or other boating sports unless such person: (1) Is not less than sixteen years of age, (2) has a valid vessel operator license issued by the United States Coast Guard, has obtained a safe boating certificate or certificate of personal watercraft operation issued by the Commissioner of Energy and Environmental Protection or holds a boating safety certificate from a state that has a reciprocal agreement with the commissioner pursuant to section 15-140f or 15-140j, and (3) has a safe water skiing endorsement on or accompanying such certificate that was issued by the Commissioner of Energy and Environmental Protection upon such person's completion of the safe water skiing instruction described in CGS section 15-140f. No owner of a vessel shall knowingly authorize or permit a person who is less than sixteen years of age to operate such vessel while engaged in water skiing or other

boating sports on the waters of Highland Lake. The requirements of (3) under this subsection shall not apply to any resident or person who, on or before October 1, 2015, received a valid vessel operator license issued by the United States Coast Guard, obtained a safe boating certificate or certificate of personal watercraft operation from the commissioner or held a boating safety certificate from a state that has such a reciprocal agreement with the commissioner. Nothing in this subsection shall be construed to prohibit the towing of a person or a vessel during the course of an emergency that poses a threat to human life or property.

- p. Boating sports on Highland Lake shall be prohibited between one-half hour after sunset until one-half hour before sunrise.
- q. No operator of a vessel under power shall allow any person to be on a decked-over bow of such vessel while underway unless the bow of the vessel is equipped with a handrail that encompasses the bow, and all persons on the bow are inward of such handrail. On vessels under power with open bows not decked-over, no operator shall allow any person to sit or stand on the gunwale at the bow of such vessel while underway. The provisions of this subsection shall not apply to persons in or on the bow of vessels engaged in anchoring, mooring, or docking activities and proceeding at dead slow speed.
- r. No operator of a vessel under power shall allow any person in or on the bow of such vessel to hang any portion of the body beyond the handrail or outside the vessel over the top of the gunwale while underway, except when proceeding at dead slow speed.
- s. Any person who violates any provision of this Ordinance shall be fined in accordance with the table below:

Title	Fine- 1 st Violation	Subsequent Violations
Failure to have required safety equipment	\$25.00	\$50.00
Failure to have life jacket/audible signal device on paddle board, canoe, kayak watercraft.	\$25.00	\$50.00
Failure to carry SBC/PWC while operating	\$25.00	\$50.00
Operating PWC in excess of no wake speed within 200 ft. of shore, docks, moorings, pier, float.	\$25.00	\$100.00
Operating a vessel in excess of no wake speed within 100 ft. of shore, docks, mooring.	\$25.00	\$100.00
Failure to display vessel/PWC registration	\$25.00	\$50.00
Allowing persons to ride in front of PWC operator	\$25.00	\$50.00
Allowing unlicensed person to operate vessel/PWC	\$25.00	\$50.00
Violation of quiet hours	\$25.00	\$100.00
Operating of vessels without lights during nighttime hours (30 min. after sunset, 30 min. before sunrise.)	\$25.00	\$100.00
Failure to carry registration certificate/decals on vessel/PWC while on lake.	\$25.00	\$50.00
Waterskiing in the dark	\$50.00	\$100.00
Oversized vessel on Highland Lake	\$25.00	\$50.00
Violation of Other T.O. 43 rules	\$25.00	\$50.00
Overloading, riding on gunwales	\$25.00	\$50.00
Failure to provide renters with safety information	\$50.00	\$100.00

BOARD OF SELECTMEN ACTION REQUEST

No.: 21-53

Date: August 2, 2021

Topic: New Business (C)- Refunds as Recommended by the Collector of Revenue (with attachments)

From: Joshua Kelly, Town Manager

Background: The Town Collector of Revenue has recommended that the refunds described in the attached correspondence be authorized in accordance with Connecticut General Statutes Section 12-129.

Requested Action: The Board of Selectmen should authorize the Town Manager to approve the described refunds.

Fiscal Implications: The described refunds total \$553.67

Manager's Recommendation: I recommend that the Board of Selectmen authorize the refunds recommended by the Collector of Revenue.

Recommended Motion: *I move that the Board of Selectmen authorize the refunds recommended by the Collector of Revenue in the amount of \$553.67.*

Attachment:

Grand List 2018/2019/2020 Refunds



The attached list represents taxes that have been corrected by authority of the provision of Section 12-129 of the General Statutes, and by the Assessor or Public Works Director of the Town of Winchester. The taxes/water and/or sewer amounts shown below have been paid and requests received for refunds of the same.

LIST #/GL YR	TAX TYPE	TAXPAYER	AMOUNT OF REFUND/REASON
40155	2020 MV	DENISE	\$131.88
	BRADSHA W	275 N MAIN ST FL 2A WINSTED, CT 06098	C OF C
14980	2020 MV	JOHN WILLIAM 3RD	\$145.36
	GRANT	114 HUNTINGTON RD WINSTED, CT 06098	C OF C
19209	2020 MV	PAUL	\$11.74
	HORVAY	PO BOX 493 WINSTED, CT 06098	OVER PAYMENT
11301	2020 MV	MICHAEL	\$12.75
	PATTERSO N	P O BOX 64 WINCHESTER CENTER, CT 06094	OVER PAYMENT
11589	2020 MV	JOSEPH	\$13.21
	PIECHOWS KI	351 PLATT HILL RD WINSTED, CT 06098	C OF C
19567	2020 MV	CHARLES	\$91.46
	SEABACK	110 INDIAN MEADOW DR WINSTED, CT 06098	C OF C
12850	2018 MV	THOMAS DAVID	\$64.96
	TANNER	183C N MAIN ST WINSTED, CT 06098	C OF C
220025	2019 MV	THOMAS DAVID	\$75.47
	TANNER	183C N MAIN ST WINSTED, CT 06098	C OF C
12667	2020 MV	CHARLES	\$6.84
	WINANS	174 WALLENS ST APT C3 WINSTED, CT 06098	C OF C
	MV	TOTAL REFUNDS BY TYPE	\$553.67
9274	2020 RE	TAX DEPARTMENT	\$84.52
	MCCUE MORTGAG	ONE LIBERTY SQ PO BOX 1000 NEW BRITAIN, CT 06050	OVER PAYMENT

It is recommended that refunds in the amount as stated above be made to the taxpayers listed, in accordance with the provisions of said General Statutes, Section 12-129.

7/29/2021

Date of Report


Halaree Monnetat, Collector of Revenue

APPROVED FOR PAYMENT:

DATED: _____

Town Manager

I have received from Town Accountant the above checks to cover the refunds as stated above.

Date: _____

Collector of Revenue

BOARD OF SELECTMEN ACTION REQUEST

No.: 21-54

Date: August 2, 2021

Topic: New Business (D)- Refunds as Recommended by the Collector of Revenue (with attachments)

From: Joshua Kelly, Town Manager

Background: The Town Collector of Revenue has recommended that the refunds described in the attached correspondence be authorized in accordance with Connecticut General Statutes Section 12-129.

Requested Action: The Board of Selectmen should authorize the Town Manager to approve the described refunds.

Fiscal Implications: The described refunds total \$11,558.49

Manager's Recommendation: I recommend that the Board of Selectmen authorize the refunds recommended by the Collector of Revenue.

Recommended Motion: I move that the Board of Selectmen authorize the refunds recommended by the Collector of Revenue in the amount of \$11,558.49.

Attachment:

Grand List 2020 Refunds

The attached list represents taxes that have been corrected by authority of the provision of Section 12-129 of the General Statutes, and by the Assessor or Public Works Director of the Town of Winchester. The taxes/water and/or sewer amounts shown below have been paid and requests received for refunds of the same.




LIST #/GL YR	TAX TYPE	TAXPAYER	AMOUNT OF REFUND/REASON
1953 2020	RE	COMMUNITY BANK	\$3,512.31
	NORTHWE ST	ATT: LOAN SERV P O BOX 350 CANTON, CT 06019	DUP PAYMENT
1986 2020	RE	COMMUNITY BANK	\$2,454.63
	NORTHWE ST	CANTON, CT 06019	DUP PAYMENT
4057 2020	RE	COMMUNITY BANK	\$4,953.36
	NORTHWE ST	CANTON, CT 06019	DUP PAYMENT
	RE	TOTAL REFUNDS BY TYPE	\$11,004.82
NUMBER OF REFUNDS	13	TOTAL REFUNDS	\$11,558.49

It is recommended that refunds in the amount as stated above be made to the taxpayers listed, in accordance with the provisions of said General Statutes, Section 12-129.

7/29/2021

Date of Report


 Halaree Monnerat, Collector of Revenue

APPROVED FOR PAYMENT:

DATED: _____

 Town Manager

I have received from Town Accountant the above checks to cover the refunds as stated above.

Date: _____

 Collector of Revenue

BOARD OF SELECTMEN ACTION REQUEST

No.: 21-55

Date: August 2, 2021

Topic: New Business (E)- Request to approve the proposal For Body Camera and Dashboard Camera Acquisition for the Winchester Police Department

From: Bruce Stratford, Finance Director

Background: Current law states that the Winsted Police Department is required by July 1, 2022, to have all police officers outfitted with body cameras while interacting with the public. The bill also requires that each law enforcement unit have dashboard cameras in each patrol unit by July 1, 2022.

Requested Action: The Board of Selectmen should consider approval of the proposal for Body and Dashboard Cameras for the Winchester Police Department.

Fiscal Implications: After researching and verifying the funds received from the DOJ Asset Forfeiture program since FY2019, I have determined the Town has \$57,054.70 in its Grants and Donations Fund available for certain restricted expenditures. The costs associated with securing the AXON Body Cam system appear to meet the definition of the following eligible expenditure categories: Law Enforcement Equipment and Contracts for Services. Therefore, I recommend the following allocation of costs related to the system:

		DOJ Federal Asset Forfeiture Grant Category
Hardware & License	\$ 41,786.99	
Less: State Grant @ 50%	<u>(20,893.50)</u>	
Net cost to Town	20,893.50	Law Enforcement Equipment
Year 1 Service Contract	<u>12,959.55</u>	Contracts for Services
Total Year 1 Cost	33,853.05	

current balance in the DOJ Federal Asset Forfeiture Grant is able to cover the Year 1 and 2 costs completely and leave \$10k to cover 79% the Year 3 Service contract, leaving \$2,717 to be funded from other sources, probably the FY24 Dept 210 budget if additional DOJ Federal Asset Forfeiture Grant revenues are not realized in the next 2 fiscal years.

Manager's Recommendation: I recommend that the Board of Selectmen approve the proposal for Body and Dashboard Cameras for the Winchester Police Department.

Recommended Motion: I move that the Board of Selectmen approve the proposal for Body and Dashboard Cameras for the Winchester Police Department.

Attachments:

Guidelines requiring equipment by July 1, 2022

Vendor summary from AXON

further engage, social workers to help the departments.

EFFECTIVE DATE: Upon passage

§§ 19, 20 & 45 — BODY CAMERAS, DASHBOARD CAMERAS, AND RELATED GRANTS

Principally, (1) expands the requirement to use body cameras to police officers in all state, municipal, and tribal law enforcement units, (2) requires these officers to use dashboard cameras in police patrol vehicles, and (3) authorizes \$4 million in GO bonds for a new grant program to fund related equipment and service purchases by municipalities

Required Use of Body and Dashboard Cameras as of July 1, 2022

Current law generally requires police officers to use body-worn recording equipment (i.e., body cameras) while interacting with the public in their law enforcement capacity if they are sworn members of (1) the State Police, (2) a municipal police department that has received reimbursement for body camera purchases under the state's grant program, or (3) a public university or college special police force. Current law allows sworn members of all other municipal police departments to use body cameras as directed by their departments and in accordance with state law.

Beginning July 1, 2022, the bill expands the body camera requirement to all sworn members of law enforcement units and members of those units who perform police duties. By law and under the bill, "law enforcement unit" means any state or municipal agency or department (or tribal agency or department created and governed under a memorandum of agreement) whose primary functions include enforcing criminal or traffic laws; preserving public order; protecting life and property; or preventing, detecting, or investigating crime.

Beginning July 1, 2022, the bill also requires each law enforcement unit to require the use of dashboard cameras with a remote recorder (i.e., dashboard cameras, see BACKGROUND) in each police patrol vehicle used by any of the officers it employs. The officers must use the dashboard cameras according to their unit's adopted policy and based on the DESPP-POST guidelines described below. Under the bill, a "police patrol vehicle" includes (1) any state or local police vehicle, besides administrative vehicles, with a body camera-wearing

occupant, (2) bicycles, (3) motor scooters, (4) all-terrain vehicles, (5) electric personal assistive mobility devices, and (6) animal control vehicles.

The bill requires the DESPP commissioner and POST to jointly evaluate and approve minimal technical specifications for dashboard cameras as well as guidelines on their use and retaining and storing their data; existing law requires them to do so for body cameras and digital storage devices and services.

Applying Existing Body Camera Laws to Dashboard Cameras

The bill applies several existing provisions concerning body cameras to dashboard cameras. Specifically, it extends to dashboard cameras the laws:

1. prohibiting the editing, erasing, copying, sharing, altering, or distributing of camera recordings or its data except as required by state or federal law;
2. permitting police officers to review recordings from their cameras to assist in preparing a report or performing their duties;
3. generally exempting specific recordings (e.g., ones involving minors) from disclosure under Connecticut's Freedom of Information Act and requiring they be confidential; and
4. requiring law enforcement units to follow DESPP-POST guidelines on using cameras, retaining their data, and storing the data safely and securely.

DESPP-POST Camera Use Guidelines and Recording Prohibition

The bill requires the DESPP commissioner and POST to add guidance on the types of detective work that should not be recorded to their guidelines on body and dashboard camera use.

Current law prohibits police officers from using body cameras to intentionally record in specific situations or settings (e.g., encounters

with undercover officers or informants) unless under an agreement between an officer's unit and the federal government. The bill applies this same prohibition to dashboard cameras and adds encounters with officers performing detective work described in the DESPP-POST guidelines to the list of situations covered by the prohibition.

DESPP-POST Data Retention Guidelines

The bill prohibits the DESPP-POST guidelines on retaining body and dashboard camera data from requiring law enforcement units to store that data for longer than a year except in cases where units know the data is pertinent to any ongoing civil, criminal, or administrative matter.

Ensuring Functioning Equipment

Current law requires (1) officers to inform their supervisors as soon as practicable after learning that body cameras are lost, damaged, or malfunctioning and (2) their supervisors to ensure that the reported cameras are inspected and repaired or replaced. The bill extends these requirements to dashboard cameras and specifies that officers must provide the notice in writing.

New OPM Grant Program for Municipalities

By law, the Office of Policy and Management (OPM) administers a grant program that reimburses municipalities for costs incurred in purchasing body cameras, eligible dashboard cameras, and related equipment and services (the reimbursement is generally up to 50% for eligible purchases made from FYs 19-21 and up to 100% for purchases made in FYs 13-18).

The bill requires OPM to administer an additional grant program to fund up to 30% or 50% of the cost of municipal purchases of these equipment and devices (as described below) and authorizes up to \$4 million in general obligation bonds to fund it. OPM must distribute the grants in FYs 21 and 22 and administer the program within available resources.

Under the bill, OPM may approve grants to municipalities for costs

associated with purchasing:

1. body cameras for use by the sworn members of the municipality's police department or constables, police officers, or others who perform criminal law enforcement duties under the supervision of a resident state trooper serving the municipality;
2. digital data storage devices or services;
3. dashboard cameras for the first time; and
4. dashboard cameras that replace ones purchased before December 31, 2010.

The equipment, devices, and services must conform to DESPP-POST's minimum technical specifications (see above) in order to be eligible for the grants.

OPM may award grant amounts of up to (1) 50% of the associated costs for distressed municipalities (see BACKGROUND) and (2) 30% for all other municipalities. In both cases, funding for digital data storage services is limited to the cost for up to one year.

Under the bill, the OPM secretary must establish the grant application process and may prescribe additional technical or procurement requirements as a condition of receiving the grants.

EFFECTIVE DATE: Upon passage, except the provisions concerning the use of body cameras and dashboard cameras are effective July 1, 2022.

Background – Dashboard Cameras with a Remote Recorder

By law, a "dashboard camera with a remote recorder" is a camera that (1) attaches to a dashboard or windshield of a police vehicle, (2) electronically records video of the view through the vehicle's windshield, and (3) has an electronic audio recorder that may be operated remotely (CGS § 7-277b(c)).

Background – Distressed Municipalities

The Department of Economic and Community Development (DECD) annually ranks municipalities based on their relative economic and fiscal distress and designates the top 25 as “distressed municipalities.” In 2019, DECD designated the following municipalities as distressed: Ansonia, Bridgeport, Bristol, Chaplin, Derby, East Hartford, East Haven, Griswold, Hartford, Killingly, Meriden, Montville, Naugatuck, New Britain, New Haven, New London, Norwich, Putnam, Sprague, Sterling, Torrington, Waterbury, West Haven, Winchester, and Windham (CGS § 32-9p).

§§ 21 & 22 — LIMITS ON CONSENT SEARCHES

Prohibits consent searches of individuals and limits searches of motor vehicles stopped solely for motor vehicle violations

The bill generally prohibits consent searches of individuals by specifying that a person consenting to a search is not justification for a law enforcement official to conduct one, unless there is probable cause.

The bill also limits the circumstances under which law enforcement officials may search motor vehicles stopped solely for motor vehicle violations. Under the bill, a law enforcement official may not ask for a driver’s consent to conduct a search of the vehicle or its contents. Any search must be (1) based on probable cause or (2) after receiving the driver’s unsolicited consent in writing or recorded from body-worn recording equipment or a dashboard camera.

EFFECTIVE DATE: October 1, 2020

§ 21 — PROHIBITION ON ASKING FOR NON-DRIVING IDENTIFICATION OR DOCUMENTATION

Generally prohibits law enforcement from asking for non-driving identification or documentation for stops solely for a motor vehicle violation

The bill generally prohibits law enforcement officials, during stops solely for motor vehicle violations, from asking drivers for any documentation or identification other than a driver’s license, motor vehicle registration, insurance identity card, or other documentation or identification directly related to the stop. This prohibition does not apply if (1) there is probable cause that a felony or misdemeanor



AXON

Winchester Police Dept. - CT

AXON SALES REPRESENTATIVE

Nick Horn
(480) 676-2870
nhorn@axon.com

ISSUED
6/2/2021

Q-298635-44349.640NH

Winchester Police Dept – Axon Body 3

Hardware:

Axon Body 3 isn't just a camera: it's a rugged communications beacon front-and-center on every call. Featuring enhanced low-light performance, reduced motion blur, and optional LTE connectivity.

- (3) 8-Bay Docking Stations and (25) USB cables to charge on the go
- (25) AB3 Cameras delivered in year 1
- (5) Spare AB3s on site
- Camera mounts for each user
- (15) SPPM batteries for existing tasers (AB3 activation)

Software:

Complete your case with a powerful case management experience, including bulk actions, access controls, and automated suggestions. And save time with efficiency tools like redaction assistant.

- (3) Admin Licenses and (22) basic licenses for officers
- Axon Capture for Every Officer (Logging video, photo and audio evidence through the Axon Portal)
- Multi-Cam Playback
- 6,250 GB of Storage per year (avg of 250 GB per officer)
- Redaction Studio

Warranties and equipment refresh:

Automatic refresh units every 2.5 years. Minimizing the chance that an officer goes on duty without a camera, includes on-site spare units, as well as an extended warranty at no additional cost through the life of the agreement. not only protecting your agency today but ensuring it will stay protected in the future.

- Full 5-year Warranty on all devices
- (25) Body Cameras delivered at year 2.5 and 5 (75 total cameras delivered)
- (3) New 8-bay docks each refresh
- Automatic upgrades to new cameras that are released during the entirety of your contract

Axon Professional Services:

Axon's Professional Services Help introduce our technologies to agencies with the right training and implementation support.

- System Admin and End User Training on Site

Winchester Police Dept – Fleet 3 Summary

Instead of two independent vehicle camera systems for siloed ALPR and evidence capture, why not centralize powerful capabilities into one in-car video system? Meet Fleet 3. Yes, it records the best-quality evidence from its Dual-View Camera. It also gives every vehicle ALPR capabilities, which means 8X more coverage for the same spend as traditional systems. Plus, real-time situational awareness features including alerts, live maps and video/audio streaming help leaders and dispatchers maintain visibility into what officers are facing in the field. It's a 3-in-1 that will change how you think about in-car solutions, all part of the Axon network.

Hardware:

The Axon Fleet 3 is the next generation of Axon's in car cameras. The breakthrough video system unlocks the power of Axon's network using a variety of features

- (9) Fleet Cameras (front-facing)
- (9) Fleet Cameras (prison compartment-facing)
- (9) Cradlepoint in-car routers

Software:

Fleet Dashboard App is an application used to control and support Axon Fleet Cameras. It is designed for use with a mobile data terminal (MDT) or mobile digital computer (MDC) within a police vehicle.

- Fleet Dashboard App

Warranties and equipment refresh:

Automatic refresh units every 5 years. Minimizing the chance that an officer goes on duty without a camera, includes on-site spare units, as well as an extended warranty at no additional cost through the life of the agreement. not only protecting your agency today but ensuring it will stay protected in the future.

- Full 5-year Warranty on All Devices
- (9) New Fleet Cameras Delivered at Year 5

Axon Professional Services:

- Professional Installation by Axon Team
- End User Training on-site for Fleet systems

AXON BODY 3



LAW ENFORCEMENT'S #1 CAMERA, NOW WITH REAL-TIME TECHNOLOGY

Clearer Evidence | Real-Time Awareness | AI-Powered Workflows

Axon Body 3 isn't just a camera: it's a rugged communications beacon front-and-center on every call. Featuring our new Axon Aware technology and an LTE connection that enables real-time features like live maps of officer location, Body 3 empowers officers with more support in the moment. Coupled with enhanced low-light performance and reduced motion blur, that means clearer evidence in the now, more efficient AI-powered processes after the fact, and most importantly, safer communities in the long run.

FEATURES AND BENEFITS

IMPROVED VIDEO QUALITY

With video evidence, image quality is everything. Axon Body 3's reduced motion blur and improved low-light performance enable you to better see the truth at any moment.

MULTI-MIC AUDIO

Featuring multiple microphones, wind noise reduction and other advancements, Axon Body 3 lets you play back crystal-clear audio for a better sense of what happened at the scene.

HANDSFREE ACTIVATION & ALERTS*

Axon Body 3 can send real-time alerts, like when a weapon is deployed, allowing your agency to act fast during critical situations.

LIVE MAPS*

See officers' location when recording within Axon Evidence with GPS and Wi-Fi-positioning.

FEATURES AND BENEFITS CONTINUED

✓ LIVE STREAMING*

Axon Body 3 can stream audio and video to Axon Evidence (Evidence.com), so officers and command staff can pull up a real-time view and act with greater awareness.

✓ ON-DEVICE ENCRYPTION

Axon Body 3 features disk encryption.

✓ FULL-SHIFT BATTERY

Axon Body 3 will last for 12 hours, so you can depend on it for your entire shift. You can even recharge it while the camera is on.

✓ PRE-EVENT BUFFER

To help ensure key moments aren't missed, Axon Body 3 supports up to a two minute pre-event buffer with configurable audio.

✓ SLEEK & RUGGED DESIGN

The camera hardware strikes the perfect balance between a clean and super-strong design that can survive even the harshest conditions.

✓ EXPANDING CAPABILITIES*

In the future, take advantage of new features like critical evidence offload, configurable location reporting, voice communications, geo-fenced actions and more.

SPECIFICATIONS

VIDEO RESOLUTION: 1080, 720H, 720L, 480

VIDEO FORMAT: MPEG-4

BATTERY LIFE: 12 hours

STORAGE: 64 GB

PRE-EVENT BUFFER: Configurable up to 120 seconds

WHAT IS AXON AWARE TECHNOLOGY?

Picture this: An officer is in a foot chase away from her vehicle, alone. She's heading into unfamiliar terrain fast. Both the suspect and the officer have drawn a weapon. It's life or death.

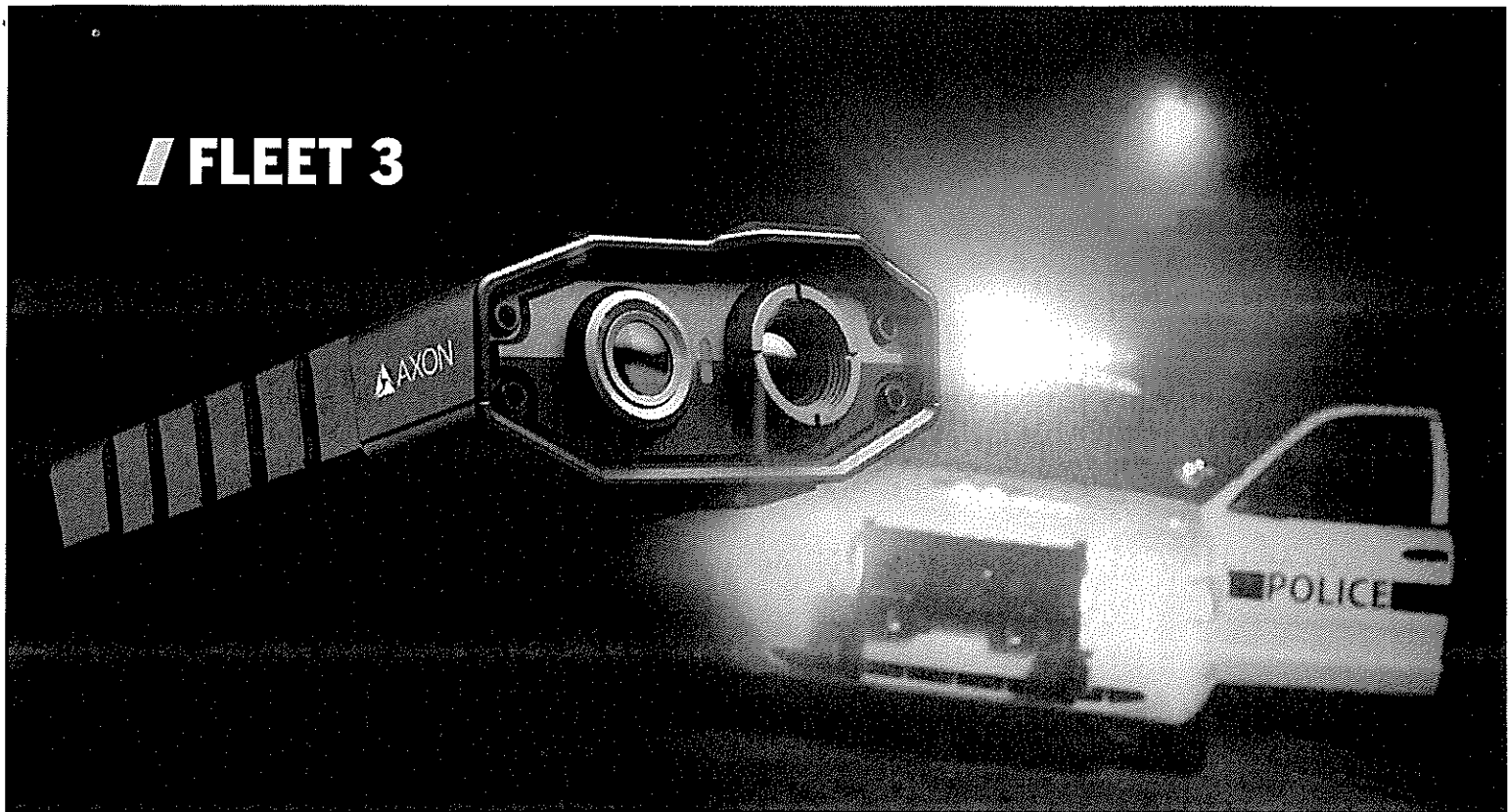
Thankfully, command staff back at HQ are with her every step of the way. They are alerted to the escalating situation when she withdraws her firearm, and instantly pull up a live map of where to send backup. And with her camera already recording, they can view her livestream to see how the event is unfolding. Thankfully, the suspect is successfully apprehended, and everyone is unharmed. That's Axon Aware. With a combination of sensors, location services and an LTE connection, Aware brings new possibilities to keep officers safe.

*Handsfree activation requires Axon Signal integration. Alerts, Live maps and Live streaming require Axon Aware purchase and activation. LTE is a registered trademark of Institut Européen des Normes, de Télécommunication.

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/ FLEET 3



DRIVE THE FUTURE WITH INNOVATIVE, INTEGRATED IN-CAR VIDEO

ALPR in every vehicle | Situational awareness with livestreaming | Dual-View Camera

Instead of two independent vehicle camera systems for siloed ALPR and evidence capture, why not centralize powerful capabilities into one in-car video system? Meet Fleet 3. Yes, it records the best-quality evidence from its Dual-View Camera. It also gives every vehicle ALPR capabilities, which means 8X more coverage for the same spend as traditional systems. Plus, real-time situational awareness features including alerts, live maps and video/audio streaming help leaders and dispatchers maintain visibility into what officers are facing in the field. It's a 3-in-1 that will change how you think about in-car solutions, all part of the Axon network.

FEATURES & BENEFITS

DUAL-VIEW CAMERA

Panoramic video camera captures clear video evidence, and 4k ALPR camera with edge AI processing covers 3 lanes of traffic

INTERIOR CAMERA

Capture from below occupant's knee to above their head, with color in well-lit conditions and infrared illumination for night view

ALPR HOTLIST ALERTS

Configurable MDC alerts help officers get notified about important plates without losing focus

LIVESTREAMING AND LOCATION UPDATES

Axon Respond for devices enables leaders to receive alerts, and view vehicle location and livestreams in real-time

FLEET HUB

Includes secure solid-state storage, wireless communications, and garage- and tunnel-friendly location system. Footage is uploaded even without the MDC over LTE or Wi-Fi

FLEET DASHBOARD APP

One simple interface for ALPR alerts, camera control, preview and tagging of evidence, and zoom

FEATURES & BENEFITS CONTINUED

/ WIRELESS ACTIVATION

Compatible with Axon Signal, which activates cameras based on certain events including light bar activation, speed threshold, and other configurable triggers

/ WIRELESS MIC

Capture clear audio up to 1,000 feet away from the vehicle with one or two Wireless Mics per vehicle

/ BWC PAIRING & UPLOAD

Pairs wirelessly with any Axon body camera, and router connection can upload footage wirelessly

/ VIDEO RECALL

Retains last 24 hours of video for each camera so critical footage can be retrieved remotely and no evidence is missed

/ MULTI-CAM PLAYBACK

Watch up to four in-car or BWC videos recorded at a scene using Axon Evidence, with videos automatically associated based on device proximity

SPECIFICATIONS

DUAL-VIEW CAMERA: Up to 1080p resolution, 160° field-of-view (FOV) for evidence, 16:9 or 5:2 panoramic aspect ratio, 12x digital zoom, 360° swivel mount

INTERIOR CAMERA: Up to 1080p resolution, 160° FOV, 4:3 aspect ratio (occupant knee to head), color in light conditions, IR illumination in low-light

HUB: 240GB video storage, 5 PoE ports for devices, 10 inputs for 12V triggers, Wi-Fi, BLE, GNSS

ALPR COVERAGE: Up to three traffic lanes with one camera using 4k resolution

VIDEO RECALL: 24 hours per camera

THE NEW IN-CAR EXPERIENCE

Officer J is on patrol, with ALPR active from the Dual-View Camera. He gets a stolen vehicle alert, and quickly confirms it via the Fleet Dashboard app. He flips on the lightbar, which starts the recording from the Dual-View Camera and his BWC.

The suspect begins speeding away, and Officer J does too. His supervisor receives an alert in Axon Respond and pulls up the livestream, with views from the front camera and BWC. The suspect parks and flees, but Officer J tracks him down and makes the arrest, with the supervisor having awareness the entire time. The Interior Camera begins recording once the rear door is opened. Later, Officer J reviews the video, and the footage is automatically uploaded to Axon Evidence from the Fleet 3 Hub. In Axon Evidence, authorized users view a synced playback of all video, including a tagged moment when the suspect tossed a baggie of drugs on the side of the road. Charges filed, case closed.

SECURITY: Firmware updates and all evidence encrypted on Hub

FLEET DASHBOARD APP: Windows 10 or Windows 7 required; Android and iOS forthcoming

CAMERA AND HUB OPERATING TEMPERATURE: -40°C to +85°C

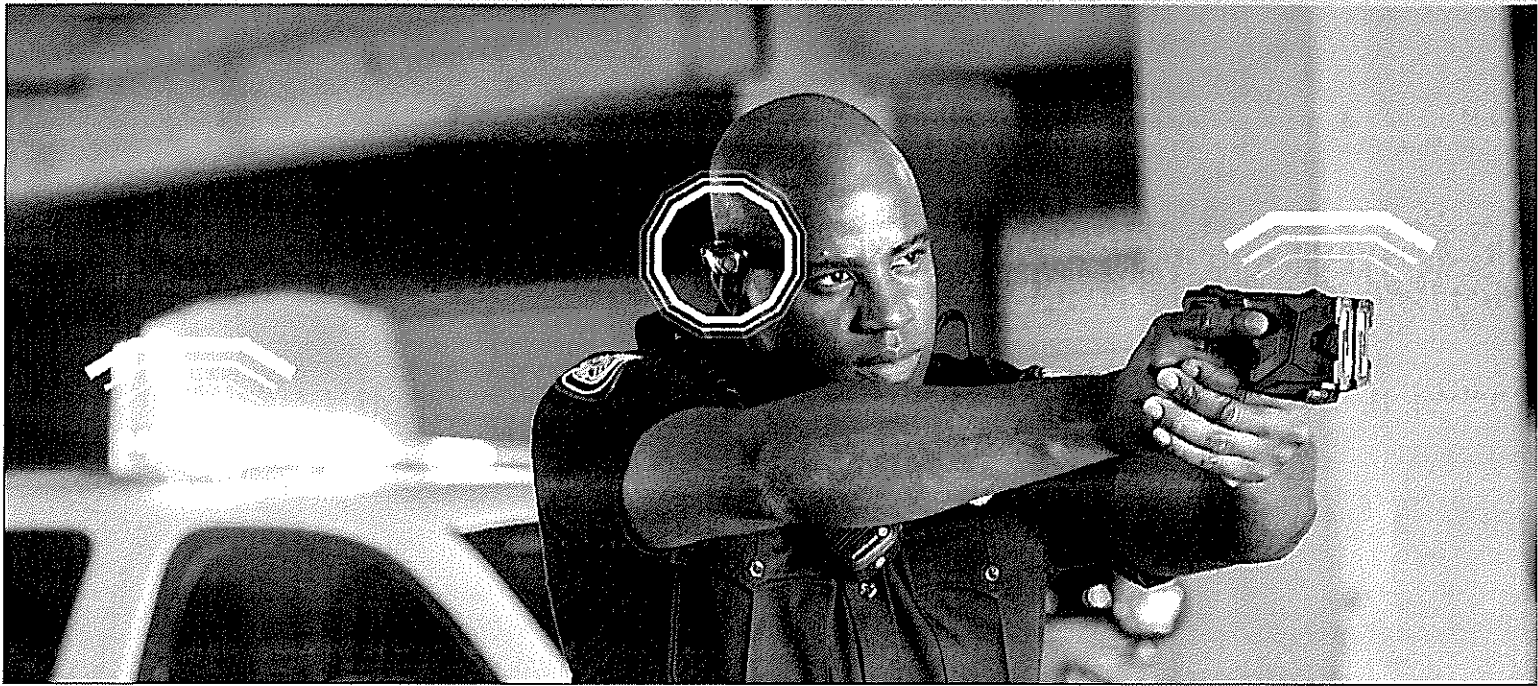
WIRELESS MIC OPERATING TEMPERATURE: -40°C to +70°C

HUB INGRESS RATING: IP52 when mounted in console

CAMERA INGRESS RATING: IP54

WIRELESS MIC INGRESS RATING: IP67





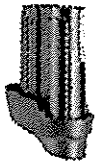
YOUR CAMERA'S FOCUSED RIGHT WHEN YOU ARE

Axon Signal is a technology that enables certain Axon cameras to sense events up to 30 feet away and start recording. Whether you're driving your vehicle, using your TASER CEW, or drawing your sidearm, Signal operates effortlessly, allowing you to focus on what matters most.

AXON SIGNAL PRODUCTS



AXON SIGNAL VEHICLE: Enables events like opening the car door or activating the light bar to alert your cameras to start recording. Ideal for cars, SUVs, and motorcycles.




AXON SIGNAL PERFORMANCE POWER MAGAZINE (SPPM): Capture critical footage when using your TASER X2 or X26P Smart Weapon. The SPPM reports to your camera when your weapon is armed and logs the moment that the trigger is pulled and arc is engaged.

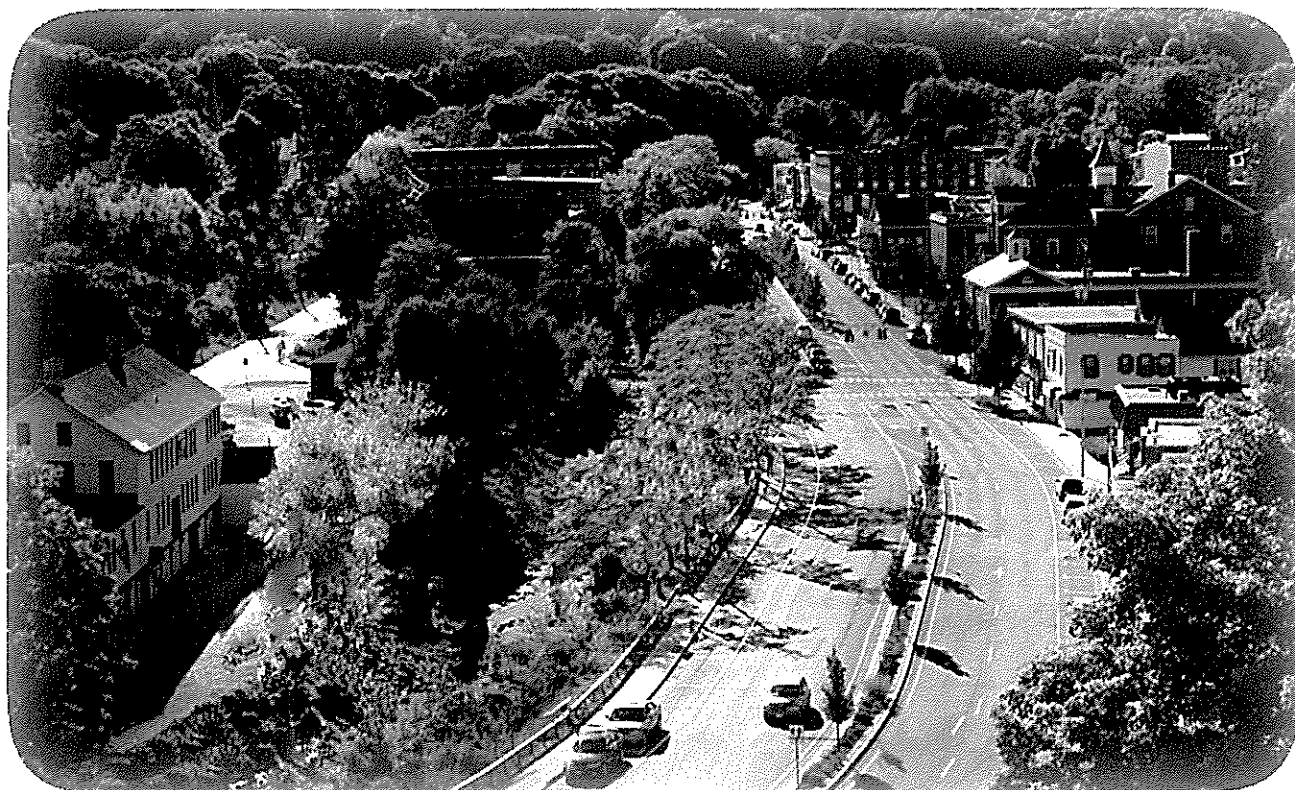


AXON SIGNAL SIDEARM: This easy-to-install smart sensor attaches to the large majority of sidearm holsters. Axon cameras within 30 feet can detect the removal of your sidearm from its holster and start recording via a wireless signal, so you can act with confidence in the field.

Axon Signal Vehicle Unit SKU: 70112

800-978-2737
Get early access at axon.com/signal

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Town of Winchester

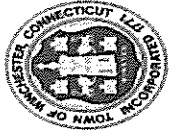


Plan of Conservation and Development
Adopted August 23, 2021
Effective August 25, 2021

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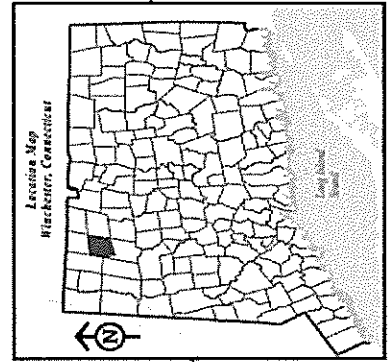
FULL SIZE MAPS ON FILE IN PLANNING OFFICE



Other Map Features

- Town Boundary
- Parcel Boundary
- Waterbody
- Watercourse
- Primary Route
- Secondary Route
- Local Road
- AWD Road/Unimproved

Data Sources:
 Waterbodies & Watercourses: USGS NHD 2.1
 Roads & Routes: US Census TIGER data (2010)
 Parcels & Town Boundary: Town of Winchester (2019)
 Zoning Districts: Town of Winchester (2021)
 Zone Definitions may be found in the document titled
 "Zoning Regulations Winchester, CT Planning and
 Zoning Commission Effective Date: December 12, 2019"

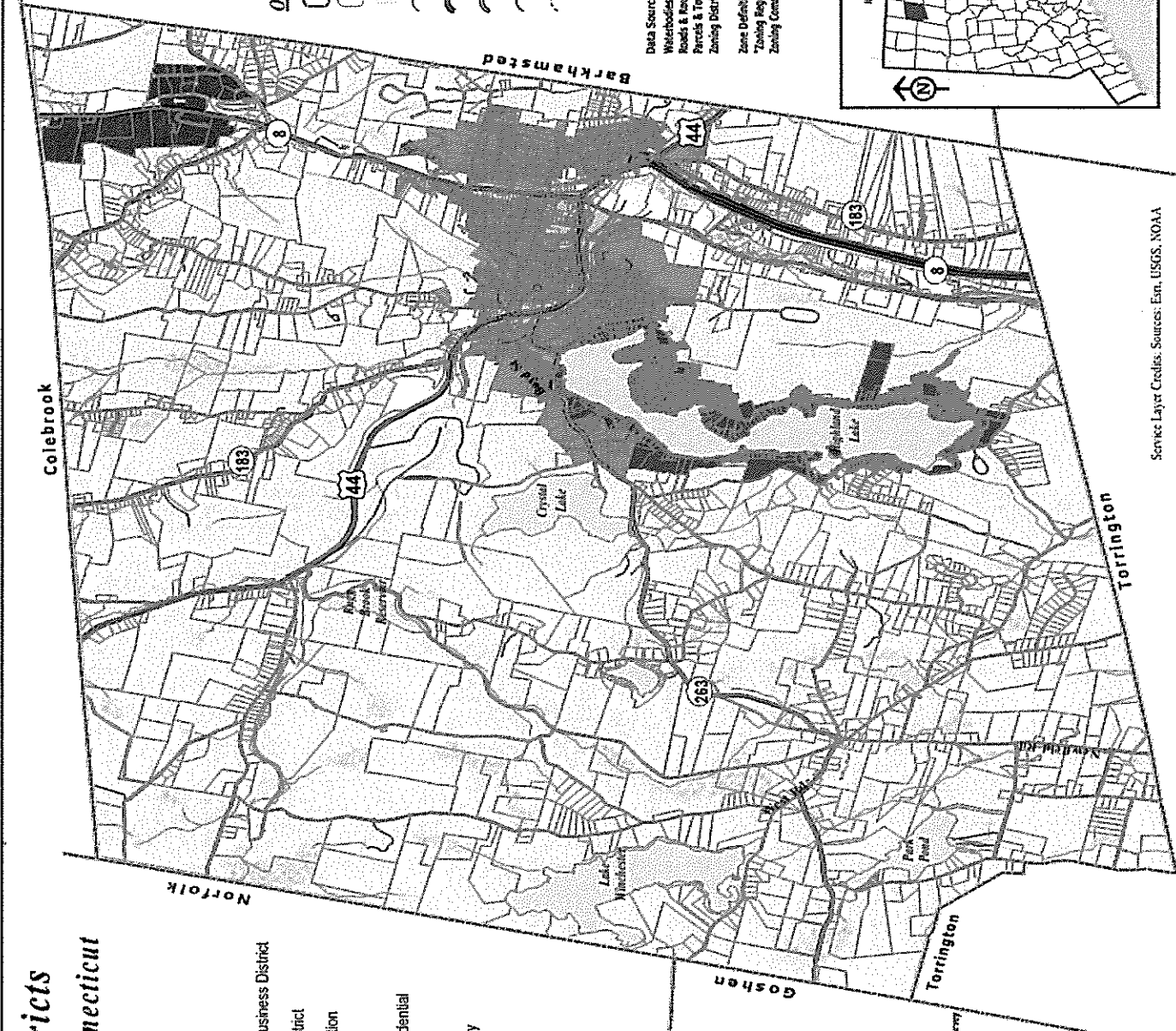


**Zoning Districts
 Winchester, Connecticut**

Zoning Districts

Winchester Zoning

- HLBD-Highland Lake Business District
- HLD-Highland Lake District
- PI-Production & Innovation
- TC-Town Center
- TCR-Town Center Residential
- TG-Town Gateway
- TSF-Town Dingle Farm
- Rural Residential



*This document should not be used as an actual survey or as a substitute for field assessment.

Also Prepared by:
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Service Layer Credits: Sources: Esri, USGS, NOAA

I – INTRODUCTION

Winchester, located in Litchfield County, lays in northwest Connecticut. Winsted is the name of the City within the Town of Winchester. The name Winsted derives its name from Winchester and Barkhamsted. Winsted and Winchester have both been used to refer to the Town. The Town is bounded by Goshen and Norfolk on the west, Colebrook on the north, Barkhamsted on the east, and Torrington on the south. In 2016, Winchester had an estimated population of 10,604 people within its land area of about 32 square miles. The population has seen little change since the 2000 census, as it represents a decrease of only 262 people, or 2½%.

ABOUT PLANS OF CONSERVATION AND DEVELOPMENT

A Plan of Conservation and Development (POCD) is a tool for guiding the future of a community. The Connecticut General Statutes, Section 8-23, requires local planning and zoning commissions to prepare, adopt, and amend a plan of Conservation and Development for the municipality. This plan must show the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial, and other purposes and for the most desirable density of population in the various parts of the town or city. In addition, the plan must include a statement of goals, policies, and standards for the physical and economic development of the municipality. The goals and recommendations of this Plan reflect a consensus built from the work of the Winchester Planning and Zoning Commission POCD Subcommittee and the Winchester Planning and Zoning Commission, with input from other boards and commissions and from residents.

A Plan of Conservation and Development is an advisory document for the community. Winchester's last POCD, which was adopted in 2011, helped guide conservation and development in the community and influenced current land use regulations. This 2021 Plan of Conservation and Development provides a framework for guiding land use decisions in Winchester over the next decade.

The POCD also demonstrates Winchester's commitment to achieving Connecticut's objectives for land use planning, which include:

- Promoting principles of Smart Growth such as the re-use of existing, obsolete, or underemployed assets, limiting sprawl, focusing development on existing infrastructure, and maximizing the environmental and quality of life contributions of non-developed lands.
- Maintaining the long-term financial viability of Connecticut towns through promotion of local livability, employment opportunities, and the identification, promotion and protection of assets that provide long term fiscal sustainability.

OTHER PLANS AND SPECIAL STUDIES

In addition to our previous POCD, the Town has prepared a number of other plans and studies which aided in preparing this plan.

These include:

Connecticut POCD

- State of Connecticut Plan of Conservation and Development – 2013-2018

Erosion / Soil

- Connecticut Guidelines for Erosion and Sediment Control, Connecticut Department of Environmental Protection – 2002.
- Soil Survey of Litchfield County – US Department of Agriculture, Soil Conservation Service.
- Natural Resources Inventory, 2009, prepared by the Conservation Commission
- Corridor Study, Rowley Street / Torrington Road, 2008, prepared by TPA Design Group
- Watershed Protection Study by LHCEO, 1990
- Traffic Study Condo

2 – CONDITIONS AND TRENDS

A BRIEF HISTORY OF WINCHESTER

In the mid-1600s, the first English settlers came to the land which is now Winchester. Their patterns of settlement and overall well-being were dictated by the nature of the land, as it still is today. Favorable land conditions, which determined development potential, resulted in Winchester Center being settled before what is today called Winsted.

During the nineteenth century, industrial growth took place along Winchester's rivers to take advantage of waterpower. During the twentieth century this industrial base dwindled leaving Winchester, like so many other New England towns, reviewing their growth potential and re-evaluating the vision for the community.

Two other factors played a critical role in shaping Winchester's development patterns: the 1955 Flood and the Route 8 Expressway. The 1955 flood destroyed 170 retail stores and 90% of the Town's industries and permanently changed the Downtown. The Downtown was rebuilt with buildings on only one side of Main Street which provides the opportunity for river access and utilization.



Photo from CT State Library.

The opening of the Route 8 Expressway improved access to jobs to the south. As a result, more residents began working outside the community. Conversely, Winchester was now more accessible to the region. Winchester was also impacted by the loss of passenger rail service to points south in 1958.

DYNAMICS OF POPULATION CHANGE

For planning purposes, age composition can be divided into three major age groups based upon their differing needs or concerns: children (ages 0-19), adults (ages 20-54), and mature residents (ages 55 and up). The following percentage distribution provides a sense of the expected changes in age composition in Winchester.

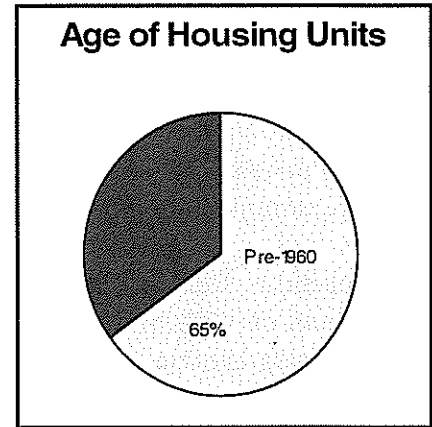
Age Composition, 2000 to 2040, Winchester						
Ages	ACTUAL			PROJECTED		
	2000	2010	2020	2030	2035	2040
0-19	24.70%	24.70%	20.5%	21.08%	19.73%	19.31%
20-54	49.90%	46.50%	35.45%	36.53%	36.2%	35.38%
55+	24.40%	28.80%	36.39%	37.87%	37.63%	37.72%

The following table summarizes projected changes to Winchester's age composition and possible implications.

Summary of Age Composition Projections, Winchester

Description	Age Range	Needs	Projection
Infants	0 to 4	<ul style="list-style-type: none"> Childcare 	Projected Slight (.25%) Decline
School-Age	5 to 19	<ul style="list-style-type: none"> School facilities Recreation facilities Recreation programs 	Projected Decline of < 1%
Young Adults	20 to 34	<ul style="list-style-type: none"> Rental housing Starter homes Social destinations 	Continue to decline to 2030 and beyond
Middle Adults	35 to 54	<ul style="list-style-type: none"> Family programs Trade-up homes 	Slight increase to 2030, larger (2.5%) increase to 2040
Mature Adults	55 to 65	<ul style="list-style-type: none"> Smaller homes Second homes 	Projected Decline of 2.5%
Retirement Age	65 and over	<ul style="list-style-type: none"> Tax relief Housing options Elderly programs 	Projected 4% Increase to 2030

Sixty five percent of Winchester's housing units were built before 1960 and many of these older units are badly in need of updates and repairs. This is of particular concern in the Downtown.



HOUSING PRICES AND AFFORDABILITY

Connecticut's housing market showed signs of strength in 2019 as new permits reached their second highest level since 2007 and home sales prices reached an eleven-year high. The demand for multifamily units gained momentum over the past decade. More than 49K total housing units were authorized in Connecticut between 2010 and 2019. The shift of housing choices can be partially attributed to the growth of transit-oriented development, creating walkable urban environments that are seen as increasingly attractive to millennials and baby boomers.

Housing Sales in Winchester
2010, 2011, 2013, 2014, 2015, 2016, 2017

	Winchester	County	State
\$400K	6.0%	14.5%	23.6%
\$300-400K	6.0%	14.4%	15.0%
\$200-300K	14.5%	26.3%	25.9%
\$100-200K	56.3%	34.7%	27.6%
Under \$100K	17.6%	9.9%	8.0%

Despite this rapid increase, the average house in Winchester is still more affordable than most of the average homes in Litchfield County or the State. A 2020 Warren Group study identified Winchester as having the second lowest median housing value in Litchfield County. Only neighboring Torrington had lower median housing prices. Data from the Connecticut Data Collaborative indicates that over 70% of houses sold in Winchester were sold for less than \$200,000. Using standard measures of affordability, more than half of the houses since 2010 sold at prices affordable to a household earning the Town's median income of \$57,429. Having an affordably priced housing stock provides an asset in the region.

Rentals appear to be fairly affordable, too. Based on Connecticut Economic Resource Center (CERC) 2013 data, more than 50% of Winchester's apartments rent for less than \$1,000 per month. These rents likely address the needs for low- and moderate-income families, but there appears to be a gap in meeting the needs for median and upper income households.

Seasonal or occasional homes are a form of economic development in Winchester. They generate need for contractors and caretakers and provide a fiscal benefit to the Town because the tax revenues generated by these properties tend to exceed the costs for the services (e.g., education costs). Moreover, people who can afford second homes likely spend money in local establishments.

ECONOMIC CHARACTERISTICS

JOBS

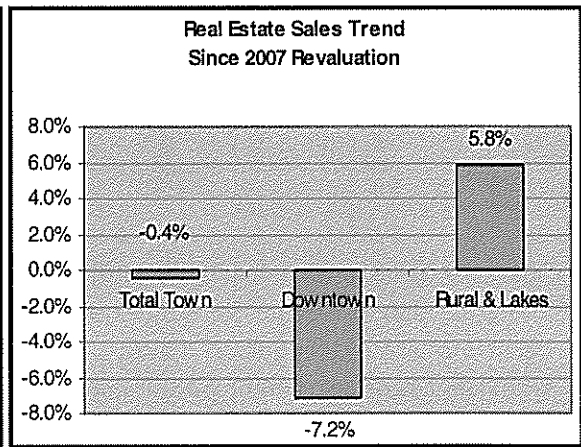
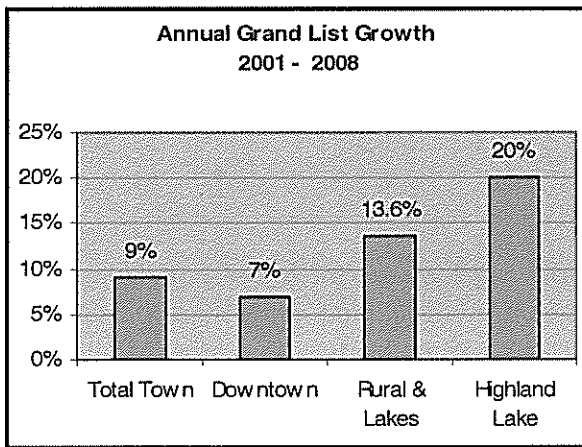
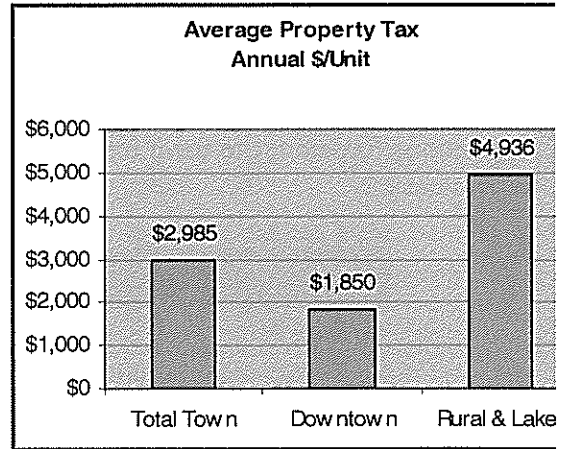
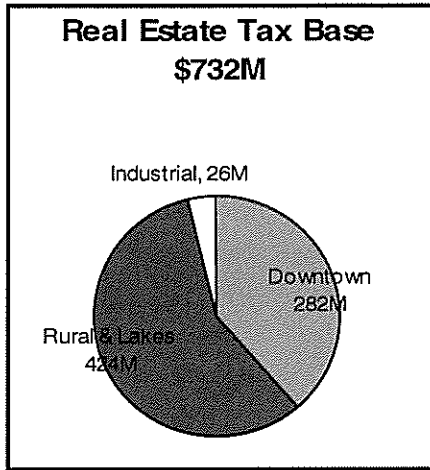
In 2008, there were 3,746 jobs in Winchester, according to the Connecticut Department of Labor. This represents a loss of approximately 350 jobs since 2000. The Wholesale and Retail Trade and Service sectors comprise the majority of business establishments and provide just over half of the jobs in Winchester. Most of the recent job losses have been from these sectors.

Types of Jobs in Winchester		
Business Sector	% Of Establishments in Town	% Of Jobs in Town
Agriculture	3.0%	0.8%
Construction and Mining	15.1%	4.3%
Manufacturing	9.4%	29.1%
Transportation and Utilities	3.6%	3.3%
Wholesale and Retail Trade	23.2%	19.7%
Finance, Insurance and Real Estate	5.9%	3.0%
Services	36.3%	33.3%
Government	3.6%	6.5%
CERC, 2008.		

LABOR FORCE

According to the Connecticut Department of Labor, Winchester had a labor force of 6,109 in 2009, about the same level as 2000. About 9.2% of Winchester's labor force is currently unemployed. This is the highest unemployment rate in over 20 years, yet it is lower than other towns in the Litchfield Hills. Only Torrington has a lower rate of unemployment.

With a total of 3,746 jobs and 5,548 workers it is clear Winchester exports workers to other communities. In 2000, only 25% of the jobs in Winchester were filled by Winchester residences, representing a sharp drop from the 40+% recorded in 1980. Winchester's labor force commutes to nearby communities for jobs, including Torrington and New Hartford.



Note: "Highland Lake" is a subset of the "Rural & Lakes" category.

3 – COMMUNITY VIEWS AND VISION

COMMUNITY VIEWS

In preparing this Plan, it has been the goal of the POCD Subcommittee to reflect the sentiments and values of the community garnered from public meetings, the efforts of numerous boards, commissions, and committees, and from the many personal comments and conversations that have contributed to the Subcommittee's considerations.

Local boards and commissions provided input at a February 22, 2021 Planning and Zoning Commission meeting after the Subcommittee held a public Saturday workshop on February 20, 2021.

Key issues and topics emerged at the meetings including the following:

- The Town is well managed, and residents enjoy and appreciate living here.
- Residents feel safe in their homes and secure in the knowledge that their friends, neighbors, and local officials care about their well-being.
- The character and quality of Winchester is defined by its natural resources – they must be preserved.
- Features such as ridgelines, stonewalls, and open space should be preserved.
- Water features and protecting critical watersheds are important.
- Rural areas should be preserved.
- In Downtown, rehabbing mill buildings, enhancing and improving the Mad River, retaining historic architecture, and emphasizing mixed use development and market rate housing are important.
- The Route 800 corridor presents opportunities for economic growth.
- Implementation of the POCD is important.
- Our downtown neighborhoods should be revitalized.

4 – PLANNING AREAS

For planning purposes, Winchester can be categorized into five geographic planning areas (see map on page 4-2). While many strategies in this Plan are applicable town-wide, some strategies respond to a particular challenge or opportunity in one of these planning areas.

The following pages identify each area and summarizes its key characteristics and primary planning objectives. Specific strategies for these areas are found in the chapters that follow.

Lakes District	Route 8/800 Corridor
This area is comprised of low-density single family residential development with a rural, wooded, and agrarian feel. This area is home to many natural assets that add significant value to the Town.	This area is a narrow corridor running from south to north on the eastern extremity of the Town. This area is home to longstanding industrial uses.
Key Characteristics:	Key Characteristics:
<ul style="list-style-type: none"> • Open space and recreational amenities (Highland Lake, Winchester Lake, Park Pond). 	<ul style="list-style-type: none"> • Environmental challenges include flood plain along the Still and Mad rivers; steep slopes and ridgelines along the western and eastern boundaries; possible soil and groundwater impairment due to history of industrial use.
<ul style="list-style-type: none"> • Drinking water supplies (Crystal Lake, Rugg Brook Reservoir). 	<ul style="list-style-type: none"> • Existing land uses in the southern part, which does not have water and sewer, includes low density residential, vacant and/or obsolete industrial and commercial properties, small-scale commercial and quarrying/processing operations.
<ul style="list-style-type: none"> • Agricultural land. 	<ul style="list-style-type: none"> • The northern part has additional space and is served by public water and sewer service.
<ul style="list-style-type: none"> • Remarkable diversity of topographical features, biodiversity, animal habitat. 	

5 – GREEN PRINT FOR WINCHESTER

OVERVIEW

The Green Print is an all-encompassing term for Winchester’s creative land use planning and a road map to a more environmentally and socially respectful method of development. From the most pristine natural ecosystems to the most highly developed areas and everywhere along the spectrum, the Green Print can play an important role in enhancing the image, identity, and quality of life in the town.

The Green Print is an approach to overcome challenges such as a passive approach to conservation in which conservation is mainly a function of a lack of development.

The Green Print intends to capitalize on assets. Assets include having progressive and mindful land use commissions and property owners that have initiated conservation measures.

The Green Print overarches the chapters in this POCD, which are organized around three main themes:

- *Conservation* – those things that we must protect (natural resources, open space, community character, historic resources);
- *Development* – guiding future growth (community structure, residential development, business development); and
- *Infrastructure* – supporting our community (community facilities, transportation, utilities).

The Green Print approach applies to what we want to protect, influences how and where we develop, and its principles affect how we think about our infrastructure. Therefore, it is important to introduce Green Print strategies related to conservation, development, and infrastructure.

GREEN PRINT STRATEGIES

The Green Print is simply an all-encompassing term for Winchester’s creative overall land use planning, a road map to a more environmentally and socially respectful method of development. The intent of the Green Print is to be a symbiotic integration of conservation and development where both are seen as the black or white of a black and white photo, neither being visible except in the presence of the other.

- Balancing very long-term thinking for all conservation and development activities with experimentation and innovation. For example, attention must be paid to how development activities might impact opportunities on different sites or future development of the same site.
- Maintaining and expanding on the State's principles of Smart Growth, which entail redevelopment and revitalization of commercial centers, expanding housing opportunities, concentrating development around transportation nodes and corridors, conservation and environmental protection, and integrating planning efforts with all levels of government.
- Ensuring that all development is minimally invasive, from the varied perspectives of functional, visual, and environmental impact on our natural and cultural resources, including but not limited to energy, night skies, quiet and air, soil and water quality. The Town should develop an appropriate check list of Green Print parameters to be considered for all conservation and development activities.
- Preparing implementation guidelines to assist politicians and land use commissioners, citizens, and developers in raising the social and ecological bar by assimilating the Green Print into a user-friendly document.

Many additional actions to implement the Green Print, such as walkability and energy conservation, are found in the following chapters of this POCD.

6 – CONSERVATION

The identification of natural and cultural resources that ought to be protected is an important component of a Plan of Conservation and Development. Determining which features are important from an ecological perspective, for preserving character and for enhancing overall quality of life, sets the framework for discussions about future growth in Winchester. Chapter 5, *Green Print*, provided overarching themes that also relate to conservation.

NATURAL RESOURCES

OVERVIEW

The Natural Resource Inventory Report identifies in detail the natural resources and functions that should be preserved or conserved. These resources can be summarized as:

Resources for Preservation:	Resources for Conservation:
<p>Resources so important to environmental quality or community character that alterations to these areas should be avoided to the extent feasible and prudent.</p>	<p>Resources with important functions that can be maintained while compatible activities take place nearby if development occurs in an environmentally sensitive way.</p>
<ul style="list-style-type: none"> • Watercourses and Water Bodies (water quantity and quality) 	<ul style="list-style-type: none"> • Sensitive watershed areas (such as Highland Lake or public water supply watersheds)
<ul style="list-style-type: none"> • Inland Wetlands 	<ul style="list-style-type: none"> • Streambelt buffer areas
<ul style="list-style-type: none"> • Steep slopes (>25%) 	<ul style="list-style-type: none"> • Stratified drift aquifers and areas of high groundwater availability
<ul style="list-style-type: none"> • Flood Plain (100 year) 	<ul style="list-style-type: none"> • Unique or special habitat areas
	<ul style="list-style-type: none"> • Flood Plain (500 year)

public health. Winchester should encourage programs to educate property owners about proper septic operation and maintenance. Within the Lakes District, the Town could adopt an ordinance requiring regular septic pumping. Such a program should take differences in system design, soil types, and usage into consideration.

Reducing runoff, as discussed above, will also help minimize the amount of pollution that reaches the Town's water bodies.

The Town should continue to support a regular water quality testing program for key water bodies. Testing provides advance warning of potential contamination threats to surface water and aquifers and provides benchmarks for measuring progress. Monitoring is important for the Mad and Still Rivers; a plan for remedial action and long-term management plan should be developed.

Continue to Address Erosion and Sediment Control

Erosion and sediment controls are required in all new developments in Winchester. However, adequate inspection and maintenance is necessary to ensure appropriate protection of water resources. Careful inspection and maintenance should be continued until areas are completely stabilized.

Environmentally sensitive areas such as wetlands, steep slopes, and floodplains are less capable of supporting development than dry, flat land, yet are often treated equally in many regulations. Development in and around these sensitive areas can lead to increased erosion and flooding as well as biodiversity and property loss.

In the Lakes District, unpaved driveways and roads leading to Highland Lake and Park Pond perimeter roads are subject to erosion. Methods of controlling erosion and reducing runoff, particularly in areas with steep slopes, should be explored and implemented as soon as possible. Future consideration should include requiring development proposals address the "first flush" of runoff in that it be appropriately treated in terms of quality and rate of runoff. In reviewing proposed development, commissioners should encourage site designs that minimize impervious surfaces, promote infiltration of stormwater, and reduce runoff. Site designs should continue to provide vegetative buffers to wetland and watercourses to filter pollutants and protect them from direct receipt of runoff. The Inland Wetlands and Watercourses Commission should consider requiring vegetative buffers surrounding Highland Lake to filter pollutants and protect it from direct receipt of runoff.

Provide Public Education

The Town should undertake an educational program so that:

- Winchester's residents will appreciate the value of the Town's natural resources, including benefits related to quality of life and property values;
- Property owners understand how their own individual actions can impact natural resources and how they can minimize their impact; and

Coordination with abutting towns is particularly important for any activity in the Lakes District watershed to ensure protection and enhancement of the mutual watershed. (See LHCEO 1990 Watershed Protection Study).

Address Invasive Species

Actions to address invasive species might include developing an Invasive Species Plan, developing a process for eradicating invasive plantings, and discouraging the introduction and storage of non-local organic material, such as wood piles, that may harbor invasive flora and fauna.

Invasive species can cause tremendous harm to water bodies. The Town should examine the process, financial and legal implications of steam cleaning watercraft prior to launching them in the Town's water bodies to curb the spread of invasive aquatic plants and wildlife such as zebra mussels.

Additional Regulatory Strategies

- In the Lakes District, adopt watershed zoning that will expand the area of protection (e.g., wider streamside buffers and greater distance from water body perimeter under IWWC regulation). The zoning should incorporate best management practices particularly for impervious surface, soil erosion prevention, and potential phosphate loading.
- Create a *Watershed Protection Ordinance* that would address all aspects of watershed protection including allowable uses of shoreline, shoreline buffers, extent of the protected area, construction parameters, lot requirements, alteration of vegetation, storm water and phosphate loading impacts, and enforcement.
- The enforcement of existing and any new regulations is important.
- Ensure that variances are granted in very few instances and not based on past precedent, financial hardship, or legal threats.
- In the Lakes District, require restoration of indigenous, native comparable foliage coverage prior to rebuilding or alteration of existing structures.

Additional Strategies

The following additional strategies can help protect natural resources in Winchester:

- Create and adopt standards of techniques to assess biodiversity when land-use commissions request natural resource information from an applicant. An example would be evaluation of the time of the year to conduct studies and sampling requirements on stream beds and vernal pools.
- Provide for monitoring and intervention where conservation easements or restrictions are used (e.g., selective harvesting under the direction of a State licensed forester).
- Create incentives for property owners to maintain undeveloped land in an unfragmented state.
- Develop an Aquifer Protection Plan based on Connecticut Department of Energy and Environmental Protection standards.

land at any time (subject to a penalty). Other Managed Open Space includes cemeteries, religious properties, non-profit institutions, utility lands and private clubs.

At first glance, the percentage of Open Space seems large - 58% of the Town consists of forest, farmland or watershed around our drinking water reservoirs. Yet, only about 16% is "dedicated." Furthermore, town-owned holdings (mostly water company land that surrounds our drinking water reservoirs) need an added layer of protection to ensure they cannot be sold in the future.

REGULATORY APPROACHES

In terms of regulation, Winchester already requires that 15% of every new subdivision be permanently preserved as open space. This is typical of many Connecticut communities although towns have begun to increase the percentage of required open space.

Some communities have adopted open space equivalency factors where wetlands, floodplain, steep slopes, and other environmentally constrained areas are "discounted" so that an even greater percentage of open space preservation occurs on the most constrained parcels (i.e., one acre of wetlands might only count as one-quarter acre). Other communities require that dedicated open space be representative of the overall quality of the parcel (i.e., similar in the proportion of wetlands, floodplains, and steep slopes). In addition to increasing the percentage of open space preserved, these measures also improve the quality of open space. Winchester should consider similar regulations for these reasons.

When there is no appropriate open space within a new subdivision, the Connecticut General Statutes allow the Commission to accept a fee-in-lieu of open space equal to ten percent of the fair market value of the land prior to development, to be used to purchase open space elsewhere in Town. The Commission can also accept a combination of land and fee, but again is limited to ten percent despite a mandatory set-aside of 15% or more. Any fees must be placed in a dedicated open space fund created by the Board of Selectmen expressly for this purpose.

An alternative might be to allow an equivalent off-site dedication of open space. A variation on offsite dedication is open space banking in which the Town purchases threatened but desirable open space as it comes on the market and allows developers to gradually pay-down the purchase over time with fees-in-lieu of open space as they develop less environmentally sensitive land elsewhere in Town.

Regardless of the methods used, the Planning and Zoning Commission should obtain desirable open space or a fee-in-lieu thereof as part of every residential subdivision.

ACQUISITION APPROACHES

For Winchester to be able to preserve the open space parcels that are most important to the Town's open space strategy, the community must be prepared to purchase key properties

Northern and Eastern Winchester

There are many opportunities for linking land in Winsted with existing Open Space. For example, People's State Forest and the American Legion State Forest are just to the east of Winsted in the town of Barkhamsted. Additionally, there is a Farmington River Water Access area where the Still River joins the Farmington River just over the boundary of Winsted's northeast corner. Finally, an additional part of the Algonquin State Forest lies in Colebrook, to the north.

Downtown

The Still River and the Mad River present a tremendous opportunity to create an open space system / greenway. Providing a riverwalk can make the Downtown more attractive to live in and draw residents from elsewhere in town and the region to the Downtown. Smaller parks and community gardens will also be important to enhance the livability of Downtown.

High Density Downtown Neighborhoods

Views to surrounding natural areas is an important feature of this area. Similar to the Downtown, opportunities focus on smaller parks and community gardens. Providing parks in each neighborhood can create gathering places for picnics, games, etc., thereby enhancing neighborhood identity.

Route 8/800 Corridor

In those areas without public water and sewer, this area may present an opportunity for recreational uses and extending the Sue Grossman Still River Greenway from Torrington.

STRATEGIES FOR OPEN SPACE

Create an Open Space Committee and Open Space Plan

Winchester should establish a municipal open space program to build upon open space preservation accomplishments and to complement the work of the Winchester Land Trust and other conservation groups and the State. The move forward, the Town should assign this task to the Conservation Commission or create a separate entity composed of diverse interests and expertise. A clear mission statement should guide the work of the Committee and one of its first tasks should be to complete an Open Space Inventory.

The Open Space Committee should adopt the priorities listed in this POCD and create a more detailed open space plan that addresses the acquisition and management of new and existing holdings. The open space plan should focus on preserving green space corridors, connecting open space in abutting towns, and protecting watersheds.

Expand Funding for Open Space

While land donations can play an important role in acquiring open space (as discussed above), funding for purchases might be needed to achieve Winchester's vision. The newly formed Open Space Committee could establish a fund for purchasing property. Funds could be raised in a variety of ways: developers may contribute under the "fee in lieu" program, the public could make donations, and a dedicated property tax might be established (0.25 mil in some nearby towns). Many towns bond monies to purchase a specific property in town. Matching funds and grants from the State, the Federal government and private entities can also be pursued.

Update Open Space Provisions in Subdivision Regulations

For conventional and open space subdivisions, consideration should be given to increasing the current 20% and 30% set-asides for open space. The option of paying a fee-in-lieu of open space should be allowed, with such fees going toward the purchase of open space elsewhere in accordance with the open space priorities outlined in this POCD.

Encourage Open Space Subdivision Design

Open Space Subdivisions allow flexibility in lot design in return for preserving greater open space than for a conventional subdivision. Without necessarily reducing the number of developed lots, such designs are far more sensitive to the local environment and the open space goals of the community. In addition to preserving open space, Open Space Subdivision design can preserve rural streetscapes and scenic views along with important resources (wetlands, existing trees).

To ensure that these standards are appropriately applied, the Commission should review the regulations and procedures, including the pre-application process, and adopt revisions if determined appropriate. Similarly, the Commission should determine if the Open Space Subdivision regulations provide adequate incentive (e.g., lot size reductions) so that developers will choose this option rather than a conventional subdivision.

The Town could require that all subdivisions of land into five or more parcels be Open Space Subdivisions. Under such a requirement, the amount of open space requirement might vary from planning area to planning area as follows:

- In the Lake District, require that at least 70% of the developable land would be set aside as open space.
- In the Northern and Eastern Area, require that at least 50% of the developable land would be set aside as open space.

These requirements could exclude subdivisions where the smallest lot is five times the minimize lot size. The overall density of Open Space Subdivisions could be capped at no more than allowed under a conventional subdivision.

COMMUNITY CHARACTER

OVERVIEW

Winchester is defined and distinguished by its rural character. Preservation of this encompassing but vulnerable attribute has been the dominant planning theme of the Town of Winchester for years. Grand list growth in the outlying rural areas of the Town indicates the attractiveness of rural character.

Defining elements of Winchester's character include:

- A quintessential New England Downtown with rich architecture, historic buildings and established neighborhoods.
- Winchester Center Village Green, with an array of historic home styles with open fields in the background and outlined by dry stone walls and wooded hills.
- Narrow-winding roads throughout town.
- The lakes, rivers, ridgelines and forests.
- Winchester is the second largest town in Litchfield County

The next ten years may prove crucial for the longer-term preservation of Winchester's rural character. Many of the strategies identified in this POCD will lay the foundation for community actions to help retain the qualities that today's residents clearly value, and future residents will cherish.

Winchester is fortunate that other entities help to preserve the rural character. These entities include the Winchester Land Trust, and the Highland Lake Watershed Association, among others.

Components of Winchester's character discussed in this section include scenic assets, farmland, historic features, and architecture. Character is intertwined with other topics in this POCD, including open space, natural resources and community structure (e.g., Downtown). Additional strategies related to those features are found in those individual sections.



Dedication of the Soldiers' Monument

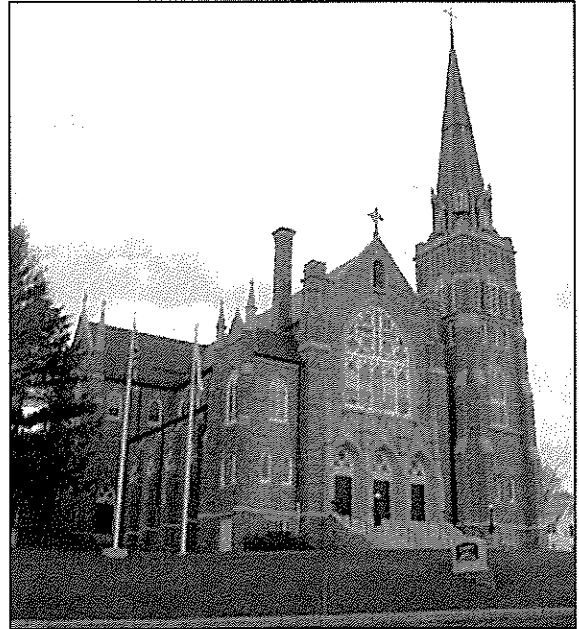
Architecture and Design

In addition to the historic structures and features, much of Winchester's character is derived from the New England architectural styles that still prevail. Winchester is very fortunate to have these attractive buildings, especially in the Downtown.

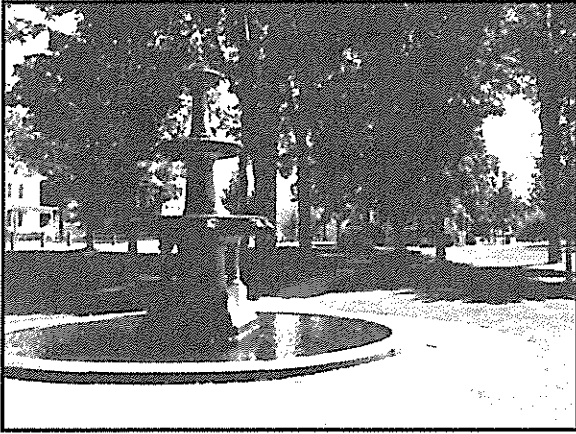
Visually, the Downtown is comprised of a wide range of structures from historical churches and mill buildings to current structures such as the CVS pharmacy and NWCC library. There are variations in upkeep and physical condition with instances of empty buildings with unattractive facades. It is evident that the upkeep of existing buildings and appearance of new buildings or additions plays a critical role in Winchester's overall character. It is recommended that the Town establishes architectural guidelines or review procedures to ensure that future buildings contribute to the rural and historic character that is revered by residents and visitors.

In recent years, the Friends of Main Street (FOMS), a designated Connecticut Main Street organization has been working to promote the revitalization of the Downtown and promote civic beautification projects. Recent sidewalk improvements also help improve the appearance of the Downtown Streetscape.

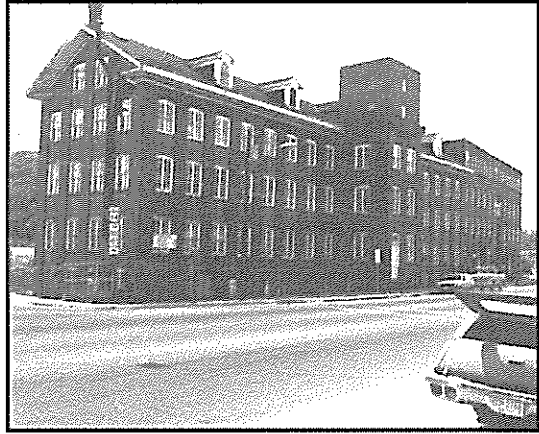
However, Winchester does not have any architectural guidelines or review procedures to ensure that future buildings contribute to (and do not detract from) the rural and historic character that is revered by residents and visitors.



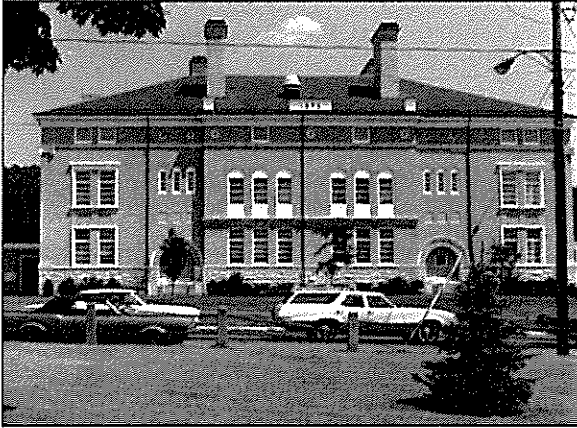
Historic Resources in Winchester



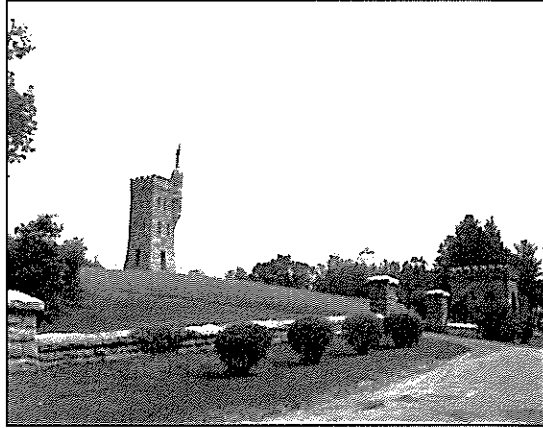
Winsted Green, Kieran Quinn, 1976.



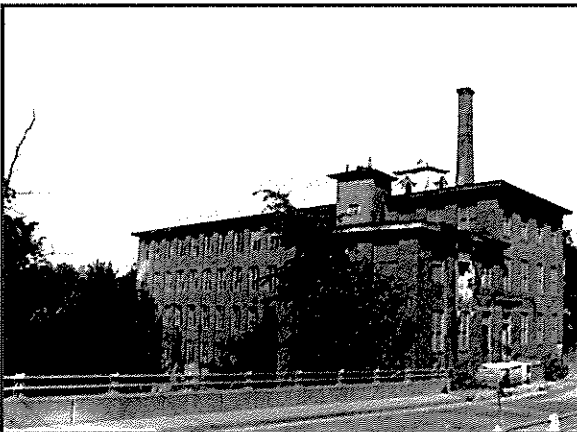
Strong Manufacturing Company, Kieran Quinn, 1976.



Old Gilbert High School, 1976



Winchester Soldier's Monument, D. Ransom, 1983.



Gilbert Clock Factory, HRC, 1983.



Soloman Rockwell House, HABS, c1940.

The Town should continue to encourage participation in the PA-490 farm assessment program. Property owners who rent their farmland to others for agricultural purposes should also be encouraged to participate in the program.

Regulations could be updated to preserve farmland. For example, soil-based density regulations (see discussion under Natural Resources) could conserve agricultural land by allowing smaller lots in exchange for preserving a large portion of the site for agricultural use.

The Town should encourage the use of agricultural easements and continue to urge the State to acquire agricultural easements (including purchase of development rights) in Winchester.

Adopt Design Review Standards

Winchester created an Architectural Review Committee, intended to aid applicants in ensuring that their designs are in harmony with the character of the community, encourage high quality building and site design, and result in development or re-development that is compatible with the character of the community. Adherence to preservation of local historic places is considered. The Planning and Zoning Commission should consider establishing design review process standards. The Town should investigate the need for standards to apply to lighting and noise pollution.

The Connecticut Trust for Historic Preservation (CTTRUST) can be used as a resource to reach preservation goals. They offer assistance, guidance and programs to those seeking to promote historic preservation and protect our cultural and architectural heritage. The CTTRUST has assembled an extensive list of resources including technical advice and financial sources.

7 – DEVELOPMENT

How a community wishes to grow (“development”) is a key component of a Plan of Conservation and Development. The Conservation Chapter provided strategies for those things that should be protected in Winchester (e.g., natural resources, farms, historic resources, overall character). This chapter outlines strategies for future development – residential and business development – including what, where and how growth should occur.

COMMUNITY STRUCTURE

OVERVIEW

The physical organization of a community enhances community character and quality of life. People identify most strongly with areas that have a “sense of place.” “Villages,” “Nodes” and “Gateways” are examples of elements of a community’s structure that can contribute to a sense of place. Winchester has a very distinct node – Downtown.

Winchester’s community structure should be maintained and enhanced. Goals that will enhance the community structure are:

- A revitalized, mixed use, high density Downtown, anchored by an expanded retail and service presence and a broad range of multi-family housing (Downtown Planning Area). Residents throughout the Town depend upon the businesses and the municipal and cultural amenities provided Downtown, including Town Hall, churches, the post office, etc.
- A pattern of moderate to high density residential development in the urban core dominated by a diverse range of single-family owner-occupied properties (the High-Density Neighborhood Planning Area).
- A low density residential rural area characterized by green/open space preservation.

This pattern is consistent with “smart growth” principles and the Green Print approach. Maintaining this community structure enables Winchester to attract a population looking for privacy, rural historical feel, green open space, outdoor recreation that is all within immediate reach of a viable downtown.

Encourage Redevelopment of the Vacant Mills

Old mill buildings can be a tremendous opportunity to bring new life to a Downtown. Vacant space is a challenge in that it impacts the physical appearance of the immediate area and if there are too many vacancies, of the Downtown. The mill buildings can be redeveloped for residential, professional and commercial mixed use. If renovation is not financially and structurally viable, demolition would open up a waterfront site for possible new development (residential, professional, commercial, hotel, restaurant, municipal, cultural or educational) or the creation of riverfront open space.

Enhance Gateways

Gateways provide the primary entrance and first visual impression of a community. Key gateways into Winchester include Route 800, Route 8, and Route 44. Within town, there are numerous gateways to the Downtown. Such gateways should be attractive and welcoming. Similarly, the town's websites and media presence should complement the physical gateways.

Determine Overall Redevelopment Approach

Some Downtowns see redevelopment occur on a property-by-property basis (incremental approach). In other cases, wholesale redevelopment occurs for a larger area that extends over multiple properties. There are advantages and disadvantages to each approach. The Town should determine which approach would work best in Winchester.

Redeveloping Downtown – Incremental or Comprehensive Approach?		
	Incremental	Comprehensive
Advantages	<ul style="list-style-type: none"> • May be partially self-financing enhancement in property values justifies further investment • Might reduce upfront capital needs • Does not necessarily require cooperation between property owners • May be less risky than large-scale development • May avoid monotony because not designed / developed by one entity 	<ul style="list-style-type: none"> • Coherent design • Coherent implementation • Easier to ensure compatibility with nearby properties and larger area • Facilitates planning and installing infrastructure • Can create its own momentum
Disadvantages	<ul style="list-style-type: none"> • Progress might seem slow • May take years to see substantial progress 	<ul style="list-style-type: none"> • Requires enormous political will • Requires support of community • Property owners must cooperate and work together • Can require large investments

Enhance the Shoreline Neighborhoods

The residential land use patterns around the developed shoreline area around Highland Lake and a portion of Park Pond are different from the Lakes District. These areas are densely developed on small lots that were platted many years ago as single-family lots. Preserving vacant town-owned lots as open space (see Chapter 6) and addressing parking (see Chapter 8) can help enhance these areas.

Determine Appropriate Densities and Patterns for the Northern and Eastern Winchester

Residential development in this area has largely been unplanned. It has followed Route 44 northward and westward from Colebrook to Norfolk. Development is limited and composed almost exclusively of single-family residences with a wide variety of vintages, size and style predominantly in better than average condition with isolated instances of neglect. The planning area attracts both to long standing year-round residents and an increased number of out-of-town weekenders.

While major residential developments have not been contemplated in this area, development pressure in Litchfield County has increased; the Town should take a proactive approach in determining appropriate patterns and densities. Since residents here provide a customer base to Downtown, this area creates an excellent opportunity to reinforce and revitalize Downtown. It is not anticipated that public water or sewer would be extended to this area. Development should be sensitive to conserving natural resources, as outlined in Chapter 6. Specific recommendations regarding minimum lot sizes and net acreage are discussed earlier.

When the opportunity arises to provide for an isolated area of higher density development, it should be considered only to the extent that it fits with the visual character and topographical landscape.

Enhance the Housing Stock Downtown and Attract Median and Higher Income Households

As discussed earlier, housing Downtown is characterized by many small rental units that are predominantly of poor quality. As a result of these housing patterns, there is a concentration of transient and socio-economically disadvantaged residents here. Conversely, there is a gap in larger and more upscale housing, which could provide a customer base for Downtown businesses. There is also a lack in housing for NWCC students in the Downtown. Having a range of housing types and sizes in the Downtown is a key element of a smart growth approach and will help revitalize the area.

The goals for housing in the Downtown are to attract median and upper income residents and a mixture of younger and older residents; to improve the appearance of residential areas; to address parking issues; improve public transit; and to provide neighborhood amenities such as parks and green space. Redevelopment of industrial sites in the Downtown (and Downtown neighborhoods) could help to achieve these goals. Other improvements

Strategies to achieve these goals include:

- Create fiscal incentives to upgrade properties
- Create disincentives for additional conversions of single-family houses to multifamily units
- Preserve the varied characteristics and feel of the individual neighborhoods
- Enhance open space (see Chapter 6)
- Improve parking so that cars do not park in front and side yards
- Encourage the dispersal of affordable and senior housing and ensure that any expansion of subsidized housing coincides with the expansion in market housing (The housing stock is currently unbalanced, with an overemphasis on lower income and subsidized housing. The Town should strive to have a mixture of income levels.)
- Improve walkability and transit, as discussed in Chapter 8
- Update zoning to allow limited higher density and multi-family on a case-by-case basis

Additional higher density residential development or the expansion of the mixed-use pattern of development should occur only to the extent that Downtown is fully built-out and occupied, or in conjunction with related development in the Downtown. In any case, it should occur only in those areas closest to Downtown amenities and where access to green space and parking is available.

Strengthen Neighborhood Identity Downtown and in the High-Density Downtown Neighborhoods

Having distinct and definable neighborhoods can attract homeowners and instill pride. Small improvements such as creating landscape neighborhood gateways with signage that identifies the neighborhood are small steps that can help build identity.

A second way to strengthen neighborhood pride is to identify neighborhood leaders who can organize gatherings and other events to build neighborhood camaraderie.

Maintain Residential Areas in Route 8 / 800 Corridor

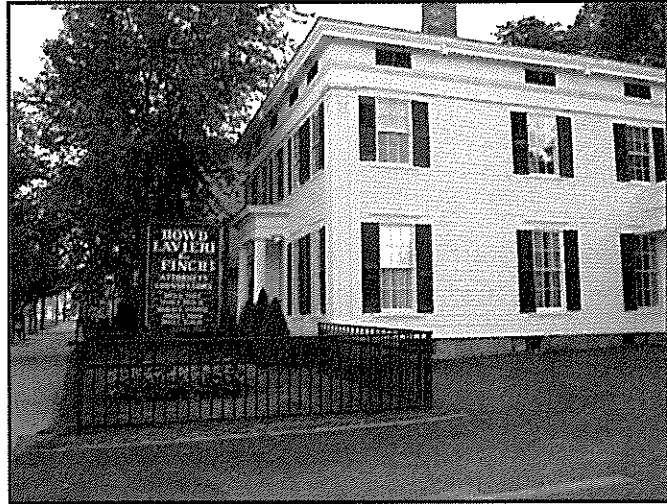
This area contains some residential development. It is expected that current residential zoning will be maintained but with the adoption of additional natural resource protection measures (e.g., soil-based zoning as discussed in Chapter 6).

STRATEGIES FOR BUSINESS DEVELOPMENT

Recreate a Retail, Commercial and Professional Hub Downtown

Financial incentives, such as tax abatements and loan programs when funding is available, can help entice desirable businesses to locate Downtown. Such incentives should be reserved to broaden the range of retail, cultural, and professional offerings.

Some communities promote space for businesses. The Town could consider promoting starter-space (incubator space) for offices and commercial and professional businesses through modifications of the Zoning Regulations. This approach is analogous to the industrial parks Winchester has historically invested in. The Town of Winchester supports active participation in the Northwestern Connecticut Comprehensive Economic Development Strategy (CEDS) Process.



The Town of Winchester also supports the establishment of a state-recognized Economic Development District for the 20-town service area of the Northwestern Connecticut Economic Development Corporation.

Use Green Print Brand to Attract Niche Businesses

The Town's Green Print philosophy can be a powerful marketing tool. Both green professionals (consultants, architects, engineers, builders etc.) and individual business owners with an interest in green issues could create a viable niche to attract a green clientele.

Draw Residents Downtown

Bringing more residents downtown can benefit businesses. Promotion can entail physical improvements such as providing clear, attractive signage visible to both pedestrians and motorists to holding and publicizing events that draw residents to the Downtown.

GREEN / SUSTAINABLE BUILDINGS

OVERVIEW

The built environment has a profound impact on our natural environment, economy, health and productivity. More and more businesses and homeowners are employing energy conservation measures as a cost savings measure and, often, to do their part in reducing energy consumption. Communities can take steps to encourage the private sector to reduce energy consumption and to facilitate the use of alternative energy sources. Other practices that reduce the overall environmental impact of new development are also becoming more commonplace.

STRATEGIES FOR PROMOTING GREEN DEVELOPMENT

Facilitate the Use of Alternative Energy Sources

Alternative energy sources can include non-structural approaches (such as passive solar or passive shade tree cooling) or structural approaches (solar panels, small scale wind, hydro power, etc.).

Encourage Developers to Meet Green Building Standards

The Town should encourage new development to use sustainable materials, energy and water conservation methods to reduce environmental impacts, but also to help achieve Winchester's Green Print vision. The Town could also adopt sustainable land/energy/resource management practices for new construction and renovation of existing housing. In addition to the energy conservation measures discussed above, practices could include water recycling, grey water systems, and the use of recycled or energy efficient building materials.

The Town also should look into requiring that all subdivisions of five or more parcels be designed, constructed and managed to LEED standards. Through its Leadership in Environmental and Energy Design (LEED) certification programs, the U.S. Green Building Council (USGBC) is transforming the built environment. The green building movement offers an unprecedented opportunity to respond to challenges of our time, including global climate change, dependence on unsustainable and expensive sources of energy and threats to human health. The work of innovative building and planning professionals is a fundamental driving force in the green development movement. Such leadership is a critical component to achieving USGBC's mission of sustainable built environment for all within a generation.

LEED for Neighborhood Development (LEED ND) is the latest LEED certification to be released (2010). Since 1998, as LEED has evolved and matured, the program has taken on new initiatives. In addition to a rating system specifically devoted to building operational and maintenance issues (LEED for Existing Buildings), LEED addresses the different project development and delivery processes that exist in the U.S. building design and construction

8 – INFRASTRUCTURE

This Chapter examines strategies for community facilities, transportation and utilities. These are the underlying elements of Winchester's infrastructure.

Community facilities include town buildings and facilities needed to provide services to residents, businesses, and property owners, ranging from emergency services to schools to town administration. Transportation includes not only roadways, but also transit and facilities for bicyclists and pedestrians. Utilities include piped utilities (public water, public sewer, storm water and natural gas), wired utilities (electric and cable), and wireless utilities (cellular communications).

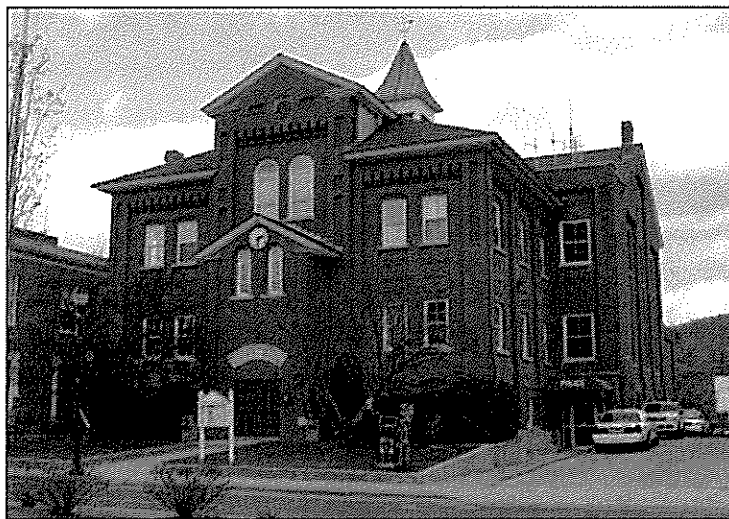
COMMUNITY FACILITIES

OVERVIEW

Town Administration, Services and Public Safety

The Downtown functions as the center of town government with the Town Hall, Police Department and municipal services of Fire Department, Ambulance Service and Post Office located on this 2-mile-long corridor.

Green practices can also be introduced into municipal facilities and operations from facility management to waste operations.



A new era of healthcare began in early 2021, during the coronavirus pandemic, for Winsted and surrounding towns in northwest Connecticut with the opening of Hartford HealthCare's new, state-of-the-art healthcare center. At the corner of routes 8 and 44 in Winsted, this new 30000 square-foot facility features an Emergency Room with a LIFESTAR landing pad and a wide range of Primary and Specialty Care services, includes mammography, occupational and physical therapy, cardiology and cardiac rehabilitation, podiatry, OB/GYN services as well as blood draw.

The promotion and expansion of medical care and service access is vital to Winchester and will remain a goal.



TRANSPORTATION

OVERVIEW

A community's transportation system should support the mobility of residents and workers and also support the desired land use patterns. A transportation system includes roads and parking facilities, public transit, and pedestrian and bicycle facilities. The Northwest CT Transit District provides services to the Town of Winchester. Exploring the feasibility of enhancing the existing services is a recommendation of this plan.

Route 44 is a major regional roadway which crosses through Downtown Winchester. The road plays an important role in connecting the Town to the region but is also Winchester's "Main Street". This four-lane highway is not conducive for residents or tourists to stop and patronize the businesses, restaurants, and cultural venues. Instead, it divides the Town and has made Winchester a "pass through" town for people other than residents. Also, there is limited on-street and off-street parking Downtown, no covered parking and inadequate signage to locate parking areas. Addressing speeds and overall Downtown circulation, including parking, will be important components in revitalizing Downtown.

Walking should be a viable way of getting around within Downtown and between Downtown and nearby neighborhoods. Addressing issues related to Route 44 can help improve real and perceived safety issues for pedestrians. Finally, public transit could play an important role in strengthening the Downtown.

The High-Density Downtown Neighborhoods suffer from inadequate parking, especially in context of steep slopes and a number of narrow winding streets. Parking is also an issue at Highland Lake. There is insufficient parking around the Lake, due to the narrow perimeter road and lack of parking space available on small lots. The situation is especially a problem with increased seasonal traffic. Also, there are many undocumented paper and unpaved roads and a lack of accurate survey monumentation for parcels around Highland Lake.

Chapter 6 discussed the importance of retaining the character of rural roads in the Town. In addition to the strategies discussed in that chapter, it is important to recognize that many of these rural roads are not well suited for a significant increase in traffic. Future land use patterns should reflect that limitation. Furthermore, future subdivisions must provide roadways of sufficient quality to meet safety requirements while still respecting the character of the area.

Address Parking in the High-Density Residential Area.

Vacant lots might provide opportunities for parking (along with open space, as discussed in Chapter 6). The Town should make a commitment to improving parking resources in this neighborhood to reduce the need to park cars in front yards.

UTILITIES

OVERVIEW

Sewer service is currently provided in the Downtown and in parts of the Route 8 / 800 corridor and Highland Lake. There are no plans to extend water and sewer services to rural areas of the Town.

According to information provided by the Sewer and Water Commission, there appears to be adequate water and sewer capacity:

Water and Sewer Capacity		
	Capacity (gallons / day)	Actual Use (gallons / day)
Water System	3 million	1 million
Sewer System	3.2 million	1 million

Issues related to other utilities, such as wireless communications, natural gas and electrical service have not been identified.

STRATEGIES FOR UTILITIES

Maintain Adequate Water and Sewer Service in Service Areas.

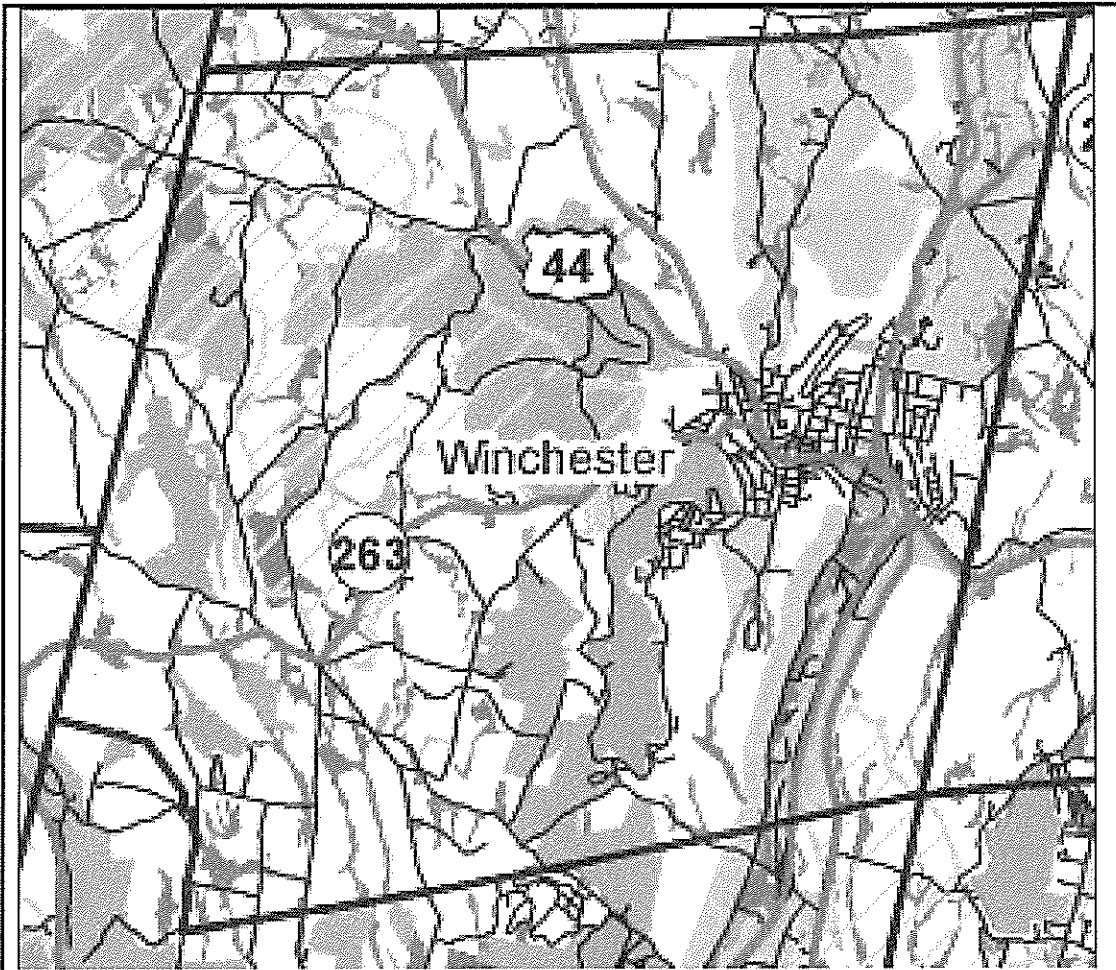
The Town should continue to ensure adequate service in these areas and continue to expand the user base within their sewer service areas.

9 – FUTURE LAND USE AND STATE AND REGIONAL PLAN CONSISTENCY

This Chapter summarizes the future land uses for each planning area and then discusses consistency with State Plan and Regional Plan.




FUTURE LAND USE SUMMARY

- **Lakes District** – Maintain as a low-density residential area with enhanced protection of environmental features and continued open space preservation.
- **Northern and Eastern Winchester** – Maintain as a low-density residential area with enhanced protection of environmental features and continued open space preservation. In limited cases, areas of higher density residential development might be appropriate.
- **Downtown** – Higher density, mixed use Downtown with open space integrated throughout.
- **High Density Downtown Neighborhoods** – Moderate to high density core with neighborhood scale open spaces and limited neighborhood retail.
- **Route 8 / 800 Corridor** – Industrial and commercial uses in the northern portion, recreation and open space in southern portion, with residential uses.






Legend

Central Areas to be Served with Public Sewer & Water Utilities

-  Regional Center
-  Village Centers and Established Neighborhoods
-  Primary Growth Area

Outlying Areas That Should Generally Develop Without Public Sewer or Water Utilities


-  Rural Community Centers
-  Low Density Residential Areas*
-  Rural Areas**

Areas Without Development

-  Existing Preserved Open Space
-  Preservation Areas

 LHCEO Town Boundaries


 Major Roads

 Local Roads

 Water

 Historic Districts

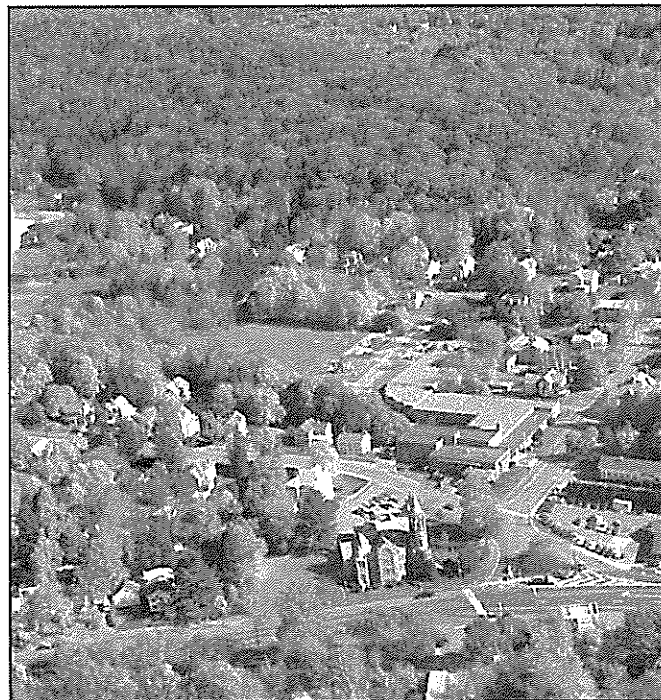
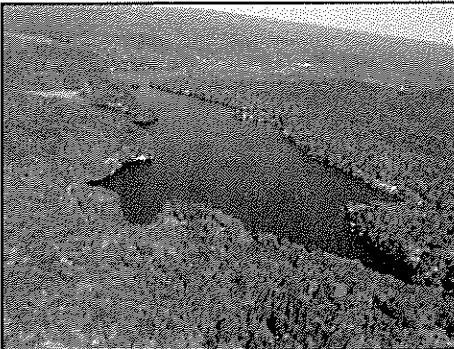
 Aquifer Protection Areas

 Public Water Supply Watersheds***

* Minimum lot size < 80,000 square feet per dwelling unit.
 ** Minimum lot size >= 80,000 square feet per dwelling unit.
 *** Both existing and proposed.

10 – CONCLUSION

The intent of this POCD was to update the 2011 plan of development as required by Connecticut State statute and to weave conservation into the fabric of this new plan. Additionally, the Subcommittee wanted to create a user-friendly document that is consistent with the POCD vision statement and would be embraced by the Town's citizenry. It is hoped that this POCD will be continuously updated to meet the ever-changing conditions of an evolving town and to address the inevitable unintended consequences of our best intentions.



APPENDIX A – GLOSSARY

Notes:	Winchester = Town of Winchester/City of Winsted Connecticut = State of Connecticut
BMP	Best Management Practices
BOE	Winchester Board of Education
BOS	Winchester Board of Selectmen
CC	Winchester Conservation Commission
CCT	Connecticut Commission on Culture & Tourism
CERC	Connecticut Economic Resource Center
CHFA	Connecticut Housing Finance Authority, a mortgage assistance program
CLG	Certified Local Government, a program that allows local governments to strengthen their local preservation efforts.
CNU	Congress for the New Urbanism
CTTRUST	Connecticut Trust for Historic Preservation offers assistance, guidance and programs to those seeking to promote historic preservation and protect our cultural and architectural heritage.
DECD	Connecticut Department of Economic and Community Development
DEP, CT DEP	Connecticut Department of Environmental Protection
DOT	Connecticut Department of Transportation
DPW	Winchester Department of Public Works
EC	Winchester Environmental Commission
EDC	Winchester Economic Development Commission

RRDD1	Regional Refuse Disposal District One
SCLG	Supplemental Certified Local Government Grants
SHPO	State Historic Preservation Office, Connecticut Commission on Culture & Tourism's (CCT) Historic Preservation & Museum Division functions under state and federal law as Connecticut's SHPO
TAHD	Torrington Area Health District
USGBC	U.S. Green Building Council, a balanced consensus-based nonprofit with more than 20,000 member companies and organizations representing the entire building industry.
WHA	Winchester Housing Authority
WHC	Winsted Health Center
WHPC	Winchester Historic Preservation Commission
WHS	Winchester Historical Society
WLT	Winchester Land Trust
ZBA	Winchester Zoning Board of Appeals